



# 3-5 Year Strategic Plan

This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.

## GENERAL

### Executive Summary

The Executive Summary is optional, but encouraged. If you choose to complete it, please provide a brief overview that includes major initiatives and highlights that are proposed throughout the 3-5 year strategic planning period.

#### 3-5 Year Strategic Plan Executive Summary:

### Strategic Plan

Due every three, four, or five years (length of period is at the grantee's discretion) no less than 45 days prior to the start of the grantee's program year start date. HUD does not accept plans between August 15 and November 15.

#### Mission:

The City of Lincoln Urban Development Department's Strategic Plan establishes a unified vision for community development actions by integrating economic, physical, environmental, community, and human development in a comprehensive and coordinated fashion.

The goals set forth in this Strategic Plan are in keeping with the overall mission of the U.S. Department of Housing and Urban Development's (HUD) Community Planning and Development Programs: Community Development Block Grants (CDBG), HOME Investment Partnerships (HOME), Emergency Shelter Grants (ESG), and the American Dream Downpayment Initiative (ADDI).

HUD set forth three major statutory goals to be achieved in the development of viable urban communities in order to meet the primary objective of Title 1 of the Housing and Community Development Act of 1974, as amended. These goals are to:

#### Provide decent housing by:

- assisting homeless persons with emergency shelter and affordable (including transitional and permanent) housing;
- preserving the existing housing stock;
- retaining the affordable housing stock;
- increasing the availability of permanent housing that is affordable to low-income persons without discrimination; and
- increasing supportive housing that includes structural features and services to enable persons with special needs to live in dignity.

**Provide a suitable living environment by:**

- improving the safety and livability of neighborhoods;
- increasing access to quality facilities and services;
- reducing the isolation of income groups within areas by deconcentrating housing opportunities and revitalizing deteriorating neighborhoods;
- restoring and preserving natural and physical features of special value for historic, architectural, or aesthetic reasons; and
- conserving energy resources.

**Expand economic opportunities by:**

- creating jobs accessible for low- and very low-income persons;
- providing access to credit for community development that promotes long-term economic and social viability;
- providing low-income persons with skills to improve their employability;
- empowering low-income persons to achieve self-sufficiency; and
- providing supportive or service-enriched housing to enable families to work towards self-sufficiency.

**General Questions**

1. Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed.
2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) and the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)).
3. Identify any obstacles to meeting underserved needs (91.215(a)(3)).

**3-5 Year Strategic Plan General Questions response:**

1. Assistance will be directed in the City of Lincoln, primarily in the low- to moderate-income areas (LMI) and the Neighborhood Reinvestment Strategy Area (NRSA). Please see the map in the "Strategic Plan Additional File" folder.
2. Allocating investments geographically was based on the information contained within the Affordable Housing Needs Analysis (AHNA) and on the LMI area and NRSA boundaries in the City. Assigning priorities was based on an analysis of the Strategic Plan tables, citizen input garnered through the reports from Olsson Associates and the University of Nebraska, Lincoln-Gallup Research Center, the active involvement of the Community Development Task Force and its committees, and consultations with service providers, funders, and other agencies and organizations.
3. The Urban Development Department and its partners will take action on the areas below to address obstacles to meeting underserved needs. Please note, these obstacles are identical to those listed in the Action Plan Year 1. These actions are also covered in more detail under the individual areas of the Annual Action Plan and Strategic Plan goals and objectives and in the Affordable Housing Needs Analysis (AHNA).

Funding, or lack thereof, underlies most of the reasons for and obstacles to meeting underserved needs. This has and continues to be an issue at all funding levels – federal, state, and local; public and private; for-profit and non-profit. In addition, at times and in certain situations, the obstacles of any governmental bureaucracy can also be an impediment to getting things done efficiently, effectively, economically, and in a timely manner. The Urban Development Department and its partners continue to address all of those issues and strive to make improvements and changes wherever and whenever they can in order to serve and meet the needs of the community.

Identified obstacles to meeting underserved needs and the actions that will be taken to address those obstacles include the following:

### **HOUSING OBSTACLES AND ACTIONS**

- ***The concentration of economic, social, and housing problems in the Neighborhood Revitalization Strategy Area (NRSA) and Low- to Moderate Income (LMI) area.***
  - Provide a range of financial and technical resources to rehabilitate the existing owner-occupied housing stock such as PRIDE (Promote Residential Improvement Design and Enhancement), DPL (Direct or Deferred Loan Program), and HILP (Home Improvement Loan Program) Programs.
  - Continue to provide additional financial incentives to first-time homebuyers who buy and rehabilitate houses in the NRSA and LMI through the First Home Program.
  - Continue to use lead-based paint certified housing staff to inform and educate housing clients, non-profit agencies, and the private sector housing industry.
  - Increase awareness of the financial and technical resources available for household hazard mitigation including the remediation of the lead-based paint, mold, etc.
  - Continue to participate on boards and committees of local organizations (public, private, and non-profit) to share fair and affordable housing information.
- ***Deteriorated and insufficient infrastructure (i.e. roads, sidewalks, lighting, commercial buildings, housing units) in the NRSA and LMI area.***
  - Provide a range of financial and technical resources to rehabilitate the existing owner-occupied housing stock such as PRIDE, DPL, and HILP Programs.
  - Provide a range of financial and technical resources to rehabilitate the existing renter-occupied housing stock with emphasis on the NRSA and low-income areas using Urban Development's HDLP (Housing

Development Loan Program) Program in conjunction with Tax Credits for Special Needs and Elderly Housing Projects.

- Partner with various non-profit housing organizations to increase pride in the neighborhood and increase awareness of financial resources.
- Allow the market trend to encourage the deconversion of rental properties in the older neighborhoods through sales to owner-occupied buyers.

- ***Insufficient private investment in the NRSA and LMI areas.***

- Develop a task force to explore the use of innovative means to encourage the preservation of existing affordable housing, including a housing rehabilitation sub-code, tax credits, tax abatement, land banking, public/private partnerships, etc. and recommend those means to the Mayor and City Council.
- Leverage the Housing Program funds to encourage private investment.
- Allow the market trend to encourage the deconversion of rental properties in older neighborhoods through sales to owner-occupied buyers.
- Market the LMI area as an attractive place to live through the “Heart of Lincoln” Project.

- ***Lack of information or knowledge about supportive programs, social services, and financial assistance.***

- Create a referral network through partnerships with other agencies by establishing the BRIDGE (Bridging Referral and Information Demand Gaps) Program. Educate Urban Development staff about other agencies, improve Urban Development's referral network, and provide clients and potential clients with information and technical assistance to sustain and improve their household status.
- Housing Rehabilitation Specialists will continue to offer their technical assistance to potential clients to provide the most cost effective way of addressing needs.
- Continue to participate on boards and committees of local organizations (public, private, and non-profit) to share information about transitional, fair, and affordable housing.
- Continue to implement and update the “Minority Marketing Plan” for Urban Development Programs.
- Provide technical and financial resources to prevent emergency situations and maintain household stability of renter and owner households through the BRIDGE Program and financial fitness training.

- ***Communications and other barriers due to language and cultural differences of new subpopulations.***
  - Provide a range of technical resources, including housing program brochures and training from Urban Development, NeighborWorks® Lincoln, Lincoln Action Program, and other Departments, in languages including, but not limited to, English Spanish, Vietnamese, Russian, Arabic, and Neur.
  - Continue to access the specific skills of Urban Development's bilingual staff members and bilingual staff members of other agencies when language barriers are an issue.
  - Explore and implement innovative means to increase opportunities for immigrants, refugees, persons who are racial and/or ethnic minorities, and other underserved persons to be homebuyers.
  - Continue to implement and update the "Minority Marketing Plan" for Urban Development Programs.
- ***Perception that some areas of Lincoln are high crime areas.***
  - Market the NRSA as an attractive and affordable place to live by continuing the "Heart of Lincoln" Project to promote homeownership in older neighborhoods.
  - Promote the stability and revitalization of low-income, older neighborhoods by strengthening the partnerships between Urban Development's Housing Division and other entities to incorporate the housing element and homeownership goals into revitalization planning with the "Free to Grow" Project, Antelope Valley, Focus Areas, and the Troubled Property Program.
- ***Income or the ability of a household to pay for housing.***
  - Provide financial assistance to enable first-time homebuyers to purchase homes through the First Home Program and continue to partner with and leverage funds for additional homebuyer programs of other agencies, including NIFA, Lincoln Action Program, and the Lincoln Housing Authority.
  - Provide financial skills training for renters not yet ready for homeownership.
  - Support affordable rental housing through the Housing Development Loan Program and leverage funds from other rental housing providers.
  - Continue to implement and update the "Minority Marketing Plan" for Urban Development Programs.
  - Increase the number of new private sector jobs that are: 1) quality full-time positions and 2) are available to low- and moderate-income persons by providing direct financial assistance to "primary employers"

that will create and/or retain quality jobs which pay a living wage for low- and moderate-income residents.

- Increase the City's overall economic development capacity by partnering with other agencies and organizations.
  - Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.
  - Connect unemployed and underemployed low- and moderate-income persons with the labor force demands of the private sector.
  - Increase job readiness and employability of low- and moderate-income persons, including youth.
  - Through the Community Services Initiative (CSI), continue to work to meet basic needs and increase self-sufficiency so affordable housing can be obtained.
- ***Lack of funds, especially the City budget and possible elimination of the CDBG funds in President Bush's FY '06 budget.***
    - This is beyond Urban Development's ability to address.
  - ***Discrimination in housing and employment.***
    - Provide continuing education programs targeted toward housing industry professionals, City staff, special needs populations, clients, and the general public.
    - Continue to work with the media to provide positive examples of households in protected classes and their affordable housing experiences and "best practices" examples of affordable housing programs and developments.
    - Ensure City staff and elected officials receive or have received training in both fair housing law and the benefits of equal access to affordable housing.
    - Partner with enforcement agencies, fair housing advocates, and lenders to curb predatory lending practices through enacting appropriate legislation and/or providing continuing education.
    - Comply with HUD fair housing requirements by maintaining substantial equivalency and monitoring program compliance.
  - ***Household problems, including the lack of budgeting and financial skills of consumers, history of living beyond their means, and poor credit and rental histories.***
    - Develop and enhance existing financial education programs for renters not yet ready to become first-time homebuyers and existing low-



income homeowners by providing technical support to NeighborWorks®Lincoln, Lincoln Action Program, the REALTORS® Association of Lincoln, local banks, and others in the development, enhancement, and provision of basic financial skills training programs.

- Implement the BRIDGE Program and continue to fund homebuyer training.
- ***The cost of housing, land, and developer costs, including land prices, infrastructure, development costs, and fees.***
  - Create new affordable homeownership opportunities throughout the City by building affordable homes on infill lots, in Antelope Valley, and in new developments.
  - Substantially rehabilitate dilapidated units in partnership with NeighborWorks®Lincoln through their Troubled Property Program and First Home Program and with Nebraska Housing Resource, Inc. through the Housing Development Loan Program.
- ***Not-In-My-Back Yard or NIMBY attitudes toward affordable housing, including special needs housing, multi-family developments, manufactured homes, and public housing.***
  - Encourage providers of affordable housing and special needs housing to work with neighborhood associations before and during the process of obtaining permits.
  - Continue to participate on boards and committees of local organizations (public, private, and non-profit) to share information about transitional, fair, and affordable housing.
  - Provide “best practices” examples and design standards as models of affordable housing and special needs housing redevelopment projects that Urban Development wants to see in the City.
  - Continue to work with the media to provide positive examples of households in protected classes and their affordable housing experiences and “best practices” examples of affordable housing programs and developments.
- ***Local regulations (such as zoning, subdivision regulations, and building codes) and other policies (property tax, tax assessment policy, and development fees) which can limit the development or redevelopment of affordable housing or add additional costs.***
  - Ensure City staff and elected officials receive or have received training in both fair housing law and the benefits of equal access to affordable housing.
  - Conduct a review of the existing zoning ordinance, Comprehensive Plan, and other regulations to identify and develop procedures for removing regulatory barriers to affordable and fair housing.

- ***The lack of local incentives to build and support affordable housing.***
  - Develop a task force to explore the use of innovative means to encourage the preservation of existing affordable housing.
- ***Declining federal funds for housing vouchers through the Lincoln Housing Authority.***
  - Assist in maintaining rental subsidies for low-income renters through the Lincoln Housing Authority's security deposit assistance.
- ***Federal program regulations, including different sets of regulations for various federal, state, and local programs (that at times contradict each other) and unfunded mandates.***
  - This is beyond Urban Development's ability to address.
- ***The general lack of affordable rental housing for extremely low-income households and for households with persons with disabilities.***
  - Provide gap financing for developers to build affordable rental projects through the Housing Development Loan Program.
  - Help maintain the long-term affordability of units under non-profit ownership and projects with expiring tax credits.
  - Continue to fund the removal of physical and architectural barriers in existing rental housing through the Barrier Removal Program.
- ***The lack of housing for sale with sale prices under \$100,000 and not requiring substantial rehabilitation.***
  - Continue the First Home Program with downpayment and rehabilitation assistance with a zero percent interest loan (forgivable in the NRSA and half-forgivable within the LMI area).
  - Improve the quality of housing in the affordable neighborhoods by continued participation in the "Free to Grow" Program.
- ***The quality of owner and rental housing, particularly the older housing stock.***
  - Strengthen partnerships to improve housing as part of the overall redevelopment process in older neighborhoods.
  - Continue to partner with Habitat for Humanity, the Lincoln Housing Authority, and other non-profit homebuilders to identify vacant infill lots for new construction projects.
  - Continue to partner with neighborhood associations and other organizations to identify problem properties and star properties (as "best practices" examples).



- Provide a range of financial and technical resources to rehabilitate the existing owner-occupied housing stock such as PRIDE, DPL, and HILP Programs.
- Continue to support the “Free to Grow” team that addresses housing and safety issues in selected LMI areas.
- Continue the Tree Management and the Demolition of Secondary Structures Programs.
- Continue to work in identifying new focus areas and then work with neighborhood associations to develop Focus Area Plans.
- Continue efforts to report housing code violations.
- Monitor the effects of new student housing, built by the University of Nebraska-Lincoln and Wesleyan University, on the LMI neighborhoods.
- ***Policies of private institutions including insurance companies and lenders which have led to increased housing costs and/or inability to obtain loans.***
  - Partner with enforcement agencies, fair housing advocates, and lenders to curb predatory lending practices through enacting appropriate legislation and/or providing continuing education.
  - Provide continuing education programs targeted toward housing industry professionals, City staff, special needs populations, clients, and the general public.
  - Continue to work with the media to provide positive examples of households in protected classes and their affordable housing experiences and “best practices” examples of affordable housing programs and developments.
  - Remain involved with the Antelope Valley Project which will remove approximately 800 residences and 200 businesses from the flood plain, eliminating the need for costly flood insurance that has increased the cost of housing in this low-income area.
- ***Policies of landlords and property managers which limit the availability of housing for extremely low- and low-income households, large-family households, and persons with mental, physical, and emotional disabilities.***
  - Continue to work with the media to provide positive examples of households in protected classes and their affordable housing experiences and “best practices” examples of affordable housing programs and developments.

- Provide continuing education programs targeted toward housing industry professionals, City staff, special needs populations, clients, and the general public.

### **HOMELESSNESS OBSTACLES AND ACTIONS**

- ***Lack of an adequate number of case managers to assist people in reaching self-sufficiency.***
  - Goals of the Community Services Initiative (CSI) Basic and Emergency Needs/Self-Sufficiency Coalition, when reached, may increase funding for case managers who, in turn, will help people reach self-sufficiency.
- ***Lack of an adequate supply of supportive housing beds serving populations at risk of becoming homeless and for those who will never be self-sufficient.***
  - Create permanent housing options for low-income persons with special needs, including those with disabilities and/or needs for supportive services by continuing to work with special needs providers in combination with other public/private resources to create new housing or rehabilitate existing housing for the special needs population.
  - Assist non-profits and for-profit developers in providing for the special needs population with new construction of housing or facilities by using the Housing Development Loan Program for gap financing for Elderly and Special Needs Projects.
  - Through the CSI Basic and Emergency Needs/Self-Sufficiency Coalition, initiatives of the Homeless Coalition: Lincoln's Continuum of Care will include actions to provide an adequate supply of supportive housing beds.
- ***Insufficient income for homeless or near homeless individuals and families to cover the cost of housing, food, health care, and other necessary living expenses.***
  - Business Development. Increase the number of new private sector jobs that are: 1) quality full-time permanent positions and 2) are available to low- and moderate-income persons.
  - Provide direct financial assistance to "primary employers" that will create and/or retain quality jobs which pay a living wage for low- and moderate-income residents.
  - Workforce Development. Connect unemployed and underemployed low- and moderate-income persons with the labor force demands of the private sector.
  - Increase job readiness and employability of low- and moderate-income persons, including youth.
- ***Domestic violence causing people to flee and become homeless.***

- Sustain the availability of emergency housing and maintain support services for homeless individuals and families.
- ***Mental illness and/or substance abuse interferes with people's ability obtain and retain housing.***
  - Maintain the availability of transitional housing and maintain support services for homeless individuals and families.
  - Implement the Homeless Management Information System (HMIS) at emergency shelters.
  - Expand addiction and dual diagnosis services to the chronically homeless.
  - Increase outreach efforts and expand services to the chronically homeless.
- ***People's resistance to help that could stabilize their housing situation.***
  - Maintain the availability of transitional housing and maintain support services for homeless individuals and families.
  - Implement the Homeless Management Information System (HMIS) at emergency shelters.
  - Expand addiction and dual diagnosis services to the chronically homeless.
  - Increase outreach efforts and expand services to the chronically homeless.
- ***The "safety net" or other part of the "mainstream system" has failed.***
  - Strengthen and/or establish mechanisms, procedures, and institutions that improve and maintain efficiency of services to homeless and near homeless populations.
  - Maximize access to mainstream resources.
- ***Personal behaviors, bad credit, or poor landlord references interfere with people's ability to obtain and retain housing.***
  - Sustain the availability of emergency housing and maintain support services for homeless individuals and families.
  - Sustain and improve prevention efforts to individuals and families who are at-risk of becoming homeless.

### **COMMUNITY DEVELOPMENT OBSTACLES AND ACTIONS**

- ***The concentration of economic, social, and housing problems in the Neighborhood Revitalization Strategy Area (NRSA) and Low- to Moderate Income (LMI) area.***
  - Work with the Lincoln Electric System (LES) to identify lighting needs in the low- to moderate-income areas.
  - Support and assist low- to moderate-income neighborhood groups with annual clean-up of overgrown shrubs, trees, and bushes that pose safety problems.
  - Implement public improvement projects identified in Focus Area Plans.
  - Continue to identify new focus areas, and work with the neighborhood associations to develop Focus Area Plans.
  - Continue support for the creation of an ordinance prohibiting couches on porches.
  - Continue to support efforts to make garbage collection mandatory.
  - Continue efforts to report housing code violations.
  - Implement a funded program to assist with park improvements in the LMI neighborhoods.
  - Continue to support the “Free to Grow” team that addresses safety issues in selected LMI areas.
  - Support revisions to commercial zoning districts in the LMI neighborhoods (typically B-1 and B-3).
  - Support a commercial quality of life ordinance.
  - Explore incentives to reduce residential density in older neighborhoods, including tax incentives to deconvert multiple unit dwellings and increase homeownership and private investment.
  - Assist, where feasible, in the relocation of commercial/industrial facilities located in older residential areas that create a land use conflict.
  - Implement redevelopment projects in the Antelope Valley area to increase economic investment and reinvestment.
  - Implement projects identified in the Downtown Master Plan.
  - Determine priority reinvestment areas and improvement strategies for those areas which may include redevelopment opportunities and streetscape projects.
  - Continue implementation of redevelopment plans, including North 27<sup>th</sup> Street, Havelock, University Place, and Downtown.

- ***Deteriorated and insufficient infrastructure (i.e. roads, sidewalks, lighting, commercial buildings, housing units) in the NRSA and LMI area.***
  - Work with LES to identify lighting needs in the LMI areas.
  - Continue the Tree Management and Demolition of Secondary Structures Programs.
  - Explore options to address parking concerns in the LMI neighborhoods.
  - Work with the City Public Works Department to ensure infrastructure improvements are made, as needed, in the LMI neighborhoods.
  - Support a commercial quality of life ordinance.
  - Implement a funded program to assist with park improvements in the LMI neighborhoods.
  - Implement redevelopment projects identified in the Downtown Master Plan.
  - Determine priority commercial reinvestment areas and improvement strategies for those areas.
  - Continue implementation of redevelopment plans including North 27<sup>th</sup> Street, Havelock, University Place, and Downtown.
  - Provide construction financing and design assistance for the rehabilitation of older commercial buildings located in blighted areas.
- ***Insufficient private investment in the NRSA and LMI areas.***
  - Market the LMI area as an attractive place to live through the “Heart of Lincoln” Project.
  - Continue to fund the “Heart of Lincoln” Project.
  - Implement Antelope Valley Redevelopment Projects that will spur private redevelopment and economic investment.
  - Continue the Focus Area concept -- projects create visible changes in the short-term that encourage private investment.
  - Implement projects identified in the Downtown Master Plan.
  - Determine priority commercial reinvestment areas and improvement strategies for those areas which may include redevelopment opportunities and streetscape projects.
  - Continue implementation of redevelopment plans for North 27<sup>th</sup> Street, Havelock, University Place, and Downtown. Public investment in these

areas and public/private partnerships will result in increased private investment.

- Implement a funded program to assist with park improvements in the LMI neighborhoods.

- ***Incompatible land uses.***

- Support strategies for flood plain management of Salt Creek, Antelope Valley, and Dead Man's Run.
- Explore options to address parking concerns in the LMI neighborhoods.
- Support revisions to commercial zoning districts in LMI neighborhoods (typically B-1 and B-3).
- Support a commercial quality of life ordinance.
- Explore incentives to reduce residential density in older neighborhoods, including tax incentives to deconvert multiple unit dwellings and increase homeownership and private investment.
- Assist in the relocation of commercial/industrial facilities located in older residential areas that create a land use conflict.
- Support redevelopment in the Antelope Valley area that addresses incompatible land uses. The Redevelopment Plan includes projects aimed at reducing land use conflicts.

- ***Insufficient public transportation.***

- Continue Urban Development staff's leadership in the Basic and Emergency Needs/Self-Sufficiency Coalition for the Community Services Initiatives (CSI). The Coalition has identified transportation as a basic need and defined it as the ability to access transportation to and from daily destinations necessary for meeting personal needs. The Coalition will study public transportation issues within this context and develop recommendations.

- ***Lack of information or knowledge about supportive programs, social services, and financial assistance.***

- Continue to participate on boards and committees of local organizations (public, private, and non-profit) to share information about transitional, fair, and affordable housing.
- Continue to implement and update the "Minority Marketing Plan" for Urban Development Programs.
- Support agencies involved in the CSI Basic and Emergency Needs/Self-Sufficiency Coalition in continuing to get the word out about their programs and services.



- ***Communications and other barriers due to language and cultural differences of new subpopulations.***
  - Provide a range of technical resources, including housing program brochures and training from Urban Development, NeighborWorks®Lincoln, Lincoln Action Program, and other Departments, in languages including, but not limited to, English, Spanish, Vietnamese, Russian, Arabic, and Neur.
  - Continue to access the specific skills of Urban Development's bilingual staff members and bilingual staff members of other agencies when language barriers are an issue.
  - Continue to implement and update the "Minority Marketing Plan" for Urban Development Programs.
  - Support Lincoln Literacy as a member of the CSI Basic and Emergency Needs/Self-Sufficiency Coalition in educating other service providers on the critical importance of literacy. That agency, on its own and working with CSI, will continue to develop strategies to address this obstacle.
  - Provide opportunities for leadership training to enable and encourage neighborhood residents to assume a greater role in building their neighborhood, impacting public policy, and becoming involved in the entire community.
- ***Perception that some areas of Lincoln are high crime areas.***
  - Market the NRSA as an attractive and affordable place to live by continuing to fund the "Heart of Lincoln" Project to promote homeownership in older neighborhoods.
  - Promote the stability and revitalization of low-income, older neighborhoods by strengthening the partnerships between Urban Development's Housing Division and other entities to incorporate the housing element and homeownership goals into revitalization planning with the "Free to Grow" Project, Antelope Valley, Focus Areas, and the Troubled Property Program.
  - Work with the Lincoln Electric System (LES) to identify lighting needs in LMI areas.
  - Support and assist LMI neighborhood groups to complete annual clean-up of overgrown shrubs, trees, and bushes that pose safety problems.
  - Continue to support the "Free to Grow" team that addresses safety issues in selected LMI areas.
  - Implement public improvement projects identified in Focus Area Plans for designated neighborhood revitalization areas located in the LMI neighborhoods.

- Continue to identify new focus areas and work with neighborhood associations to develop Focus Area Plans.
- Implement a funded program to assist with park improvements in the LMI neighborhoods.
- Support the creation of an ordinance prohibiting couches on porches.
- Support efforts to make garbage collection mandatory.
- Continue efforts to report housing code violations.
- Monitor the effects of new student housing on the LMI neighborhoods.
- Continue to fund the "Heart of Lincoln" Project.
- Work with the City Public Works Department to ensure infrastructure improvements are made, as needed, in the LMI neighborhoods.
- Support strategies for flood plain management of Salt Creek, Antelope Valley, and Dead Man's Run.
- Explore options to address parking concerns in the LMI neighborhoods.
- Support revisions to commercial zoning districts in the LMI neighborhoods (typically B-1 and B-3).
- Support a commercial quality of life ordinance.
- Explore incentives to reduce residential density in older neighborhoods, including tax incentives to deconvert multiple dwellings and increase homeownership and private investment.
- Assist in relocation of commercial and industrial facilities located in older residential areas that create a land use conflict.
- Support the redevelopment in Antelope Valley that eliminates blight and substandard conditions through public and private investment. Such improvements will help eliminate the perception of a high crime area.

### **ECONOMIC DEVELOPMENT OBSTACLES AND ACTIONS**

- ***Insufficient private investment in the NRSA and LMI areas.***
  - Because public reinvestment has been demonstrated to increase private investment, public actions should include increasing the number of new private sector jobs that are: 1) quality full-time permanent positions and 2) are available to low- to moderate-income persons.

- Increase the City's overall economic development capacity by working with partnering agencies and organizations.
- Provide construction financing and design assistance for the rehabilitation of older commercial buildings located in blighted areas.
- Provide financial and technical assistance to retail and service businesses located in low- and moderate-income neighborhoods which will provide needed goods and services to neighborhood residents.
- ***Lack of high paying, permanent full-time jobs with benefits.***
  - Through the Economic Development Program, increase the number of new private sector jobs that are: 1) quality full-time permanent positions and 2) are available to low- and moderate-income persons.
  - Provide direct financial assistance to "primary employers" that will create and/or retain quality jobs which pay a living wage for low- and moderate-income residents.
  - Increase the City's overall economic development capacity by working with partnering agencies and organizations.
  - Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.
  - Through Workforce Development, connect unemployed and underemployed low- and moderate-income persons with labor force demands of the private sector by increasing job readiness and employability of low- and moderate-income persons, including youth.
- ***Insufficient affordable education, skill-building, and training opportunities.***
  - Increase the number of new private sector jobs that are: 1) quality full-time, permanent positions and 2) are available to low- and moderate-income persons.
  - Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.
  - Through Workforce Development, connect unemployed and underemployed low- and moderate-income persons with labor force demands of the private sector by increasing job readiness and employability of low- and moderate-income persons, including youth.
- ***Lack of financing for business expansion.***
  - Through the Economic Development Program, increase the number of new private sector jobs that are: 1) quality full-time permanent positions and 2) are available to low- and moderate-income persons.

- Increase the City's overall economic development capacity by working with partnering agencies and organizations.
- Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.
- **Lack of developable industrial land.**
  - Support the recommendations contained in the "Economic Development and Marketing Strategy" study prepared in 2003 by AngelouEconomics, Inc.
- **Negative perceptions by investors of underserved need areas.**
  - Strengthen and maintain the viability of the City's core neighborhoods through the enhancement and redevelopment of commercial areas located in low- to moderate-income and/or blighted areas.
  - Provide financial and technical assistance to retail and service businesses located in low- and moderate-income neighborhoods which will provide needed goods and services to neighborhood residents.
  - Implement Antelope Valley Redevelopment Projects.

### **Managing the Process (91.200 (b))**

1. Lead Agency. Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan.
2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.
3. Describe the jurisdiction's consultations with housing, social service agencies, and other entities, including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, and homeless persons.

\*Note: HOPWA grantees must consult broadly to develop a metropolitan-wide strategy and other jurisdictions must assist in the preparation of the HOPWA submission.

#### **3-5 Year Strategic Plan Managing the Process response:**

1. The City of Lincoln Urban Development Department is the lead agency for overseeing the development of the plan and the administration of programs covered by the Consolidated Plan. The Department was created in 1975, the first year that the City received an entitlement grant under the CDBG program. The Department has five divisions: Administration which includes Downtown Redevelopment, Community Development, Housing Rehabilitation and Real Estate, Workforce Investment Administration, and One Stop Employment Solutions (Workforce

Investment Act Program). The Workforce Investment Administration Division and One Stop Employment Solutions Division are responsible for the oversight of job training funds from the U.S. Department of Labor and are not covered by this Plan. The Divisions involved in the administration of this Plan are responsible for the following:

- **Administration:** General program oversight; fiscal management; and program monitoring. **Downtown Redevelopment:** Downtown Redevelopment primarily using Tax Increment Financing (TIF).
- **Community Development:** Research, planning, and report preparation; project management; neighborhood assistance; focus area planning and plan implementation; public participation; non-Downtown redevelopment activities using TIF funds; and administration of the City's Economic Development loan programs.
- **Housing Rehabilitation and Real Estate:** Program development, administration, and staffing of the City's housing rehabilitation loan programs; management of housing funds to non-profit organizations; relocation, property acquisition, and the sale of the City-owned surplus property for various City departments.

Major agencies responsible for administering the programs outlined in the Consolidated Plan include the following:

- NeighborWorks® Lincoln through the Homebuyer Training Program, Troubled Property Program, and the First Home Program which assists with downpayment assistance.
- The Lincoln Housing Authority which administers the Security Deposit Program.
- The League of Human Dignity which operates the Barrier Removal Program.
- The Homeless Coalition: Lincoln's Continuum of Care is an organization of homeless service providers, homeless individuals, and other community stakeholders. Organizational responsibilities include the following: 1) development of Lincoln's annual Supportive Housing Program Grant, 2) an agency peer review process, 3) administration of the "Point-in-Time" count, and 4) strengthening collaboration and efficiency in services provided to the homeless.
- Community Development Resources of Lincoln is a community development financial institution (CDFI) that provides technical assistance and capital to small businesses and entrepreneurs.

2. The Strategic Plan was developed with assistance from the City's Community Development Task Force (CDTF) a 25-member citizen advisory group. The Task Force members are appointed by the Mayor and comprised primarily of representatives of the City's low- and moderate-income neighborhoods, with additional representatives from the business, lending, and minority communities, and the community at-large. Planning is carried out by the following three standing committees of the Task Force:

- **Housing Committee** – Reviews, evaluates, and provides recommendations on CDBG and HOME housing programs, including housing rehabilitation, homeownership, multi-family projects (new construction), and target areas.
- **Community Services Committee** – Reviews, evaluates, and provides recommendations for funding applicants for both emergency shelter grant funds and community services/facilities funds.
- **Community Revitalization Committee** – Reviews, evaluates, and provides recommendations on neighborhood and community revitalization policy, plans, and projects.

Other significant aspects of the process include the public participation process through the hiring of Olsson Associates and the University of Nebraska, Lincoln-Gallup Research Center, the participation of and consultations with those listed below, and the Strategic Plan tables included as part of the CPMP tool.

3. Urban Development consulted with the Lincoln Housing Authority, local human services agencies, both public and private, and including those serving children, the elderly, people with disabilities, and the homeless. Their participation included providing data, describing needs, and projecting future circumstances. Their reports and information available online were also reviewed. Additionally, extensive use was made of the reports provided by Olsson Associates and the University of Nebraska, Lincoln-Gallup Research Center. Those who were involved (including participation in the development of the Affordable Housing Needs Analysis) included the following:

- Antelope Park Neighborhood Association
- Architectural Alliance
- Asian Center
- Assistive Technology Partnership
- Brighton Construction
- Catholic Social Services
- Cattle National Bank
- Cedar's Youth Services
- CenterStar Consulting
- Century Sales and Management Company
- City-County Human Services Department
- Community Development Resources
- Community Learning Centers
- Community Mental Health Center
- Homeless Coalition: Lincoln's Continuum of Care Committee
- Cornhusker Bank
- Department of Health & Human Services
- Downtown Lincoln Association
- East Campus Community Organization
- Fair Housing Center (Omaha)
- Fannie Mae
- Fresh Start
- Fulton Construction
- Habitat for Humanity
- Hanna: Keelan
- Home Builders Association of Lincoln



- HOME Real Estate
- HUD
- Indian Center
- Interfaith Housing Coalition
- League of Human Dignity
- Lincoln Action Program
- Lincoln Area Agency on Aging
- Lincoln Building and Safety Department
- Lincoln Chamber of Commerce
- Lincoln City Council Representatives
- Lincoln City Libraries
- Lincoln Commission on Human Rights
- Lincoln Department on Aging
- Lincoln Housing Authority
- Lincoln Interfaith Council
- Lincoln Parks and Recreation
- Lincoln Planning Commission
- Lincoln Planning Department
- Lincoln Police Department
- Lincoln Public Schools
- Lincoln Public Works and Utilities Department
- Lincoln-Lancaster County Health Department
- Malone Community Center
- Marvin Investment Management
- Matt Talbot Kitchen
- Mercy Housing Midwest
- MidAmerican Home Services Mortgage
- Midwest Equity Group
- Nebraska Department of Health and Human Services
- Nebraska Department of Labor
- Nebraska Equal Opportunity Commission
- Nebraska Housing Resource, Inc.
- Nebraska Investment Finance Authority
- NeighborWorks® Lincoln
- People's City Mission
- Personalized Mortgages
- Rape-Spouse Abuse Crisis Center
- Real Estate Owners and Managers Association
- REALTORS® Association of Lincoln
- Remodelers Council
- Statewide Independent Living Council
- TierOne Bank
- United Way of Lincoln and Lancaster County
- University of Nebraska Public Policy Center
- University Press
- US Bank
- Volunteer Partners
- Wells Fargo
- Woods Brothers Realty
- Woods Charitable Fund

### **Citizen Participation (91.200 (b))**

1. Provide a summary of the citizen participation process.
2. Provide a summary of citizen comments or views on the plan.
3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.
4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

#### 3-5 Year Strategic Plan Citizen Participation response:

1. Included in the "Strategic Plan Additional Files" folder is the "Citizen Participation Guide" that was used in preparing the Strategic Plan. Also, as stated above, the City's Community Development Task Force (CDTF) is a 25-member citizen advisory group to the Urban Development Department. The Task Force members are appointed by the Mayor and comprised of primarily representatives of the City's low- and moderate-income neighborhoods, with additional representatives from the business, lending, and minority communities, and the community at-large. All meetings are handicapped accessible and open to the public.

The three CDTF Committees, Housing, Community Services, and Community Revitalization, met to develop goals for the Strategic Plan. Along with data that was collected, the Committees saw presentations by the two consultants hired by the Urban Development Department and were given a summary of the findings of the two reports. The Task Force also met as a group on June 15 to review and approve the Strategic Plan.

The Plan also went before the Lincoln City Council for public hearing and approval.

Additionally, two consultants were hired, Olsson Associates and the University of Nebraska, Lincoln-Gallup Research Center to expand public input. Those efforts are discussed below.

2. There were no citizen comments made regarding the Strategic Plan.
3. As stated previously, Urban Development hired two private consultants (reports included in the "Strategic Plan Additional Files" folder) to expand and reach out to citizens of all backgrounds in the Strategic Planning process. Olsson Associates was hired to collect subjective information – what the people of Lincoln saw as the issues that Urban Development should address. This was done in three ways: 1) focus groups made up specific stakeholder clusters, 2) one-on-one interviews with key stakeholders, and 3) a "Kids and Camera" Project, a project designed to learn about the opinions and wishes of groups of elementary and middle school children from low- and moderate-income neighborhoods.

The focus groups were centered around the following areas: Community Services; Community Revitalization; Housing; Bankers, Builders, REALTORS®, and Developers; and Cultural Centers. Representatives from minority groups and people with disabilities were also invited. People considered knowledgeable in those focus group

areas attended meetings conducted by Olsson Associates. They were asked for their opinions on the great things that Urban Development has accomplished and which community issues where they felt Urban Development should focus its resources on in the future.

Commensurate with the focus groups were the one-on-one interviews. Again people were chosen based on their knowledge and expertise and their leadership in their fields. Interviewees included a local foundation Executive Director, the City's Human Services Director, the Chamber of Commerce President, a REALTOR®, the President of the Downtown Lincoln Association, the Director of the Lincoln Housing Authority, a member of the Planning Commission, and several other experts. These individuals were asked the same questions as the focus groups.

Olsson Associates initiated one of the more interesting aspects of the process, called "Kids and Cameras". This activity was done in conjunction with seven Community Learning Centers located in schools in the low- to moderate-income neighborhoods. Nearly 100 children participated, forming small teams at their schools. As stated in the Olsson Associates report:

Armed with disposable cameras, they went into their neighborhoods in order to give photo answers to these four questions:

1. What is the prettiest place in your neighborhood?
2. What is the scariest place in your neighborhood?
3. What's the safest place in your neighborhood?
4. Where do you most like to play or hang out?

After the pictures were taken and developed, the children came into Olsson Associates (OA) graphic arts area, where OA staff helped them assemble their photos into posters.

The grand finale was a community meeting where the children presented their posters, and their dreams for the future of their neighborhoods, to the Mayor, various City staff members, and their families, friends, and a variety of other community people who care about the future of Lincoln.

As one young 4<sup>th</sup> grader wrote, "In the future, the buildings should be colorful like the people in our neighborhood. Imagine the buildings all colored yellow, black, brown, pink, orange and purple. The world would look like a rainbow. I care because the people in the neighborhood would look like the buildings. To look new and wonderful, just like us!"

These telling posters have been displayed at one of the Mayor's Town Hall meetings and numerous neighborhood association meetings. This Project has helped to expand information and knowledge about the Urban Development Department and the Consolidated Plan.

The other consulting organization was the University of Nebraska, Lincoln-Gallup Research Center. As UNL-Gallup explains in their report they were to,

...do a survey of low and moderate income areas within the city of Lincoln. Thirty census tracts were selected to participate in the study. A stratified sample proportional to size of census track was selected. A modified Dillman method mail survey was conducted during the winter of 2004. Major issues analyzed in the study include: influences of general neighborhood satisfaction, perception of crime and safety within neighborhoods, and home satisfaction to name a few. Difference in opinions were [sic] observed between some demographic groups such as households with children and those without, the young and the elderly, higher income households and lower income households, long-time residents and new comers and regional differences.

The mail survey, backed with letters from Mayor Coleen J. Seng, had a sample size of 1,000 households in the low- to moderate-income areas of Lincoln. Eight hundred and twenty-four were delivered, 140 were undeliverable, and 449 were returned for a response rate of 54%. The margin of error for the survey is +/-4.6%.

Conclusions include the following:

- Overall, most respondents (66%) are satisfied with their neighborhood.
- Three main predictors of neighborhood satisfaction were found:
  - Satisfaction with condition of houses in the neighborhood
  - Satisfaction with current home
  - Feel safe at night
- Owners tend to be more satisfied with parks in their neighborhood than renters.
- People who live longer in a neighborhood tend to be more satisfied with parks in their neighborhood and their neighborhood in general.
- Most respondents do not think traffic is a problem in Lincoln (68%).
- Fifty-one percent of respondents say that often or sometimes parking is a problem in their neighborhoods during the weekends.
- Respondents living in the Downtown area tend to over estimate crime levels in the area compared to official records.
- Households with children are more likely than households without children to perceive crime as a problem in their neighborhood.
- Younger people are more likely than older people to perceive crime as a problem in their neighborhood.
- Younger people are less likely than older people to feel safe at night in their neighborhood.

This information was used by the Community Development Task Force and Urban Development staff to assist in identifying issues and priority needs in the Plan. Copies of the two reports can be found in the "Strategic Plan Additional Files" folder.

4. There were no citizen comments regarding the Strategic Plan.

## **Institutional Structure (91.215 (i))**

1. Explain the institutional structure through which the jurisdiction will carry out its consolidated plan, including private industry, non-profit organizations, and public institutions.
2. Assess the strengths and gaps in the delivery system.
3. Assess the strengths and gaps in the delivery system for public housing, including a description of the organizational relationship between the jurisdiction and the public housing agency, including the appointing authority for the commissioners or board of housing agency, relationship regarding hiring, contracting and procurement; provision of services funded by the jurisdiction; review by the jurisdiction of proposed capital improvements as well as proposed development, demolition or disposition of public housing developments.

#### 3-5 Year Strategic Plan Institutional Structure response:

1. The Urban Development Department has an established Institutional Structure in place. Please see the "Strategic Plan Additional Files" folder for the Institutional Structure description.
2. Strengths and gaps in the delivery system are as follows:
  - Strengths in the delivery system:
    - Lincoln is fortunate to be a city full of citizens who care deeply about its future: not only those who think and talk about public policy, but also those who actually roll up their sleeves to do the "nitty gritty" hands on work that makes a project succeed. (Olsson Associates report, January 2005)
    - General willingness of public and private agencies to share information and work together to accomplish goals to help the citizens of our community.
    - Numerous task forces that bring coalitions of agencies together to coordinate services and case management for clients.
  - Potential gaps in the service delivery system:
    - Financial support to meet individual, community, and agencies needs at all levels and from both public and private resources.
3. The number of families requesting housing assistance grew dramatically between 1999 and 2004. As of December 1999, there were 835 households on the Section 8 tenant-based assistance waiting list (less than a six-month waiting period). By December 2004, the number of households on the waiting list had grown to 2,246 (over a two-year estimated waiting period).

The number of extremely low-income households on the waiting list tripled between 1999 and 2004. A total of 1,440 of those households on the waiting list were extremely low-income in 2004 compared to 565 in 1999, and the remaining 476 households were very low-income in 2003 compared to 257 in 1999.

The demand for public housing, managed by the Lincoln Housing Authority, also increased over the five-year period from 230 households to 354 households.

The Lincoln Housing Authority (LHA) is a partner with the Urban Development Department in trying to meet the needs for low-income housing. Urban

Development makes funding available to assist homeless families with security deposits. The LHA is a governmental entity established under state law, by the City of Lincoln, with a mission of providing affordable housing to the residents of Lincoln, Nebraska. The Housing Authority fulfills that mission through:

- the ownership and/or management of 1,300+ units of rental housing
- the administration of the Federal Section 8 Rent Subsidy Program in Lancaster County
- the operation of two homeownership programs
- tenant supportive services
- community partnerships with other providers of housing and social services

Although the Lincoln Housing Authority is a governmental entity, it does not have the power to tax, and does not receive local tax dollars. It is governed by a five member Board of Commissioners appointed by Lincoln's Mayor and approved by the City Council. The Board of Commissioners appoints an Executive Director to oversee the day-to-day operation of the Housing Authority, and to ensure that the Board's policies are implemented.

Currently, the LHA has 85 employees and operates with an annual budget of \$17,750,000. Approximately \$12,000,000 of that budget is Federal funds distributed annually from the U.S. Department of Housing and Urban Development (HUD). The Lincoln Housing Authority has been providing affordable housing to the citizens of Lincoln for over 56 years.

Urban Development is not involved in the LHA's capital improvements nor the LHA's development, demolition or disposition of its public housing developments.

For detailed information on the Lincoln Housing Authority's "Annual Plan for FY 2005" and "2004 Annual Report" please visit their Web site at <http://www.l-housing.com>.

## **Monitoring (91.230)**

1. Describe the standards and procedures the jurisdiction will use to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

### **3-5 Year Strategic Plan Monitoring response:**

1. General grant administration activities include preparation and management of annual operating and programmatic budgets, including allocation of personnel and overhead costs; analysis of past and current year performance and expenditures in all program areas (i.e., housing rehabilitation and homeownership, economic development, community services, public improvements, etc.); oversight of revenues, "timeliness" of expenditures; and coordination and utilization of HUD's IDIS system for reporting and fund drawdowns.

Program/project monitoring ensures that the City and its subrecipients (or borrowers) meet performance objectives within schedule and budget. Most importantly, it provides documentation of the City's compliance with program (CDBG, HOME, ESG, and ADDI) objectives, rules, and regulations. A critical part of the City's monitoring system is an assessment of each subrecipient or borrower to identify high risk agencies that require more extensive oversight and monitoring. Agencies identified as high risk include those who are new to the program, are experiencing



turnover in key staff positions, have been plagued by past compliance or performance problems, are undertaking multiple funding activities for the first time, and/or are not submitting timely reports. These agencies are provided with regular on-site visits and desk-top reviews and at least one on-site visit per year.

A standardized procedure for review and monitoring has been established, and monitoring manuals have been prepared utilizing monitoring tools developed for CDBG, HOME, ESG, and ADDI programs. Areas addressed include the following: 1) Project or Program Status; 2) Program Benefit; 3) Fair Housing/Equal Opportunity; 4) Consistency of Records; and 5) Financial Accountability. Desk-top reviews involve examining progress reports, compliance reports, and financial information. On-site monitoring visits are performed to determine adequate control over program and financial performance and to verify proper records maintenance. On-site visits also involve examining beneficiary documentation, audit reports, accounting records, invoices, payroll documentation, and timesheets.

The Program Monitor also works with subrecipients and borrowers to ensure compliance with all Federal rules and regulations. Occupancy reports submitted for assisted housing projects are examined to determine compliance with affordability and tenant eligibility. Interviews with contractor employees are conducted and certified payrolls are examined to ensure compliance with Fair Labor Standards and Davis-Bacon wage requirements.

### **Priority Needs Analysis and Strategies (91.215 (a))**

1. Describe the basis for assigning the priority given to each category of priority needs.
2. Identify any obstacles to meeting underserved needs.

#### **3-5 Year Strategic Plan Priority Needs Analysis and Strategies response:**

1. The basis for assigning priority to each category of priority needs was based on information contained within the Affordable Housing Needs Analysis (AHNA), on the LMI and NRSA, census data, the Strategic Plan tables, citizen input garnered through the reports from Olsson Associates and the University of Nebraska, Lincoln-Gallup Research Center, the active involvement of the Community Development Task Force and its committees, and consultations with service providers, funders, and other agencies and organizations.

2. One of the major obstacles to meeting underserved needs is as follows:

Funding, or lack thereof, underlies most of the reasons for and obstacles to meeting underserved needs. This has and continues to be an issue at all funding levels – federal, state, and local; public and private; for-profit and non-profit. In addition, at times and in certain situations, the obstacles of any governmental bureaucracy can also be an impediment to getting things done efficiently, effectively, economically, and in a timely manner. The Urban Development Department and its partners continue to address all of those issues and strive to make improvements and changes wherever and when ever they can in order to serve and meet the needs of the community.

Other obstacles to meeting underserved needs are as follows.

- Lack of high paying, permanent full-time jobs with benefits.
- The concentration of economic, social, and housing problems in the Neighborhood Revitalization Strategy Area (NRSA) and Low- to Moderate-Income (LMI) area.
- Deteriorated and insufficient infrastructure (i.e. roads, sidewalks, lighting, commercial buildings, housing units) in the NRSA and LMI.
- Insufficient private investment in the NRSA and LMI areas.
- Incompatible land uses.
- Insufficient public transportation.
- Lack of information or knowledge about supportive programs, social services, and financial assistance.
- Communications and other barriers due to language and cultural differences of new subpopulations.
- Perception that some areas of Lincoln are high crime areas.
- Lack of funds, especially the City budget and possible elimination of the CDBG fund in President Bush's FY '06 budget.

Obstacles to meeting underserved needs through economic development are as follows:

- Insufficient affordable education, skill-building, and training opportunities.
- Lack of financing for business expansion.
- Lack of developable industrial land.
- Perceptions by investors of underserved need areas.

Obstacles to meeting underserved needs through transitional, affordable, and fair housing are as follows:

- The ability of a household to pay for housing.
- Household problems, including the lack of budgeting and financial skills of consumers, history of living beyond their means, and poor credit and rental histories.
- The cost of housing, land, and developer costs, including land prices, infrastructure, development costs, and fees.
- Not-In-My-Back Yard or NIMBY attitudes toward affordable housing, including special needs housing, multi-family developments, manufactured homes, and public housing.

- Local regulations (such as zoning, subdivision regulations, and building codes) and other policies (property tax, tax assessment policy, and development fees) which can limit the development or redevelopment of affordable housing or add additional costs.
- The lack of local incentives to build and support affordable housing.
- Declining federal funds for housing vouchers through the Lincoln Housing Authority.
- Federal program regulations, including different sets of regulations for various federal, state, and local programs (that at times contradict each other) and unfunded mandates.
- The general lack of affordable rental housing for extremely low-income households and for households with persons with disabilities.
- The lack of housing for sale with sale prices under \$100,000 and not requiring substantial rehabilitation.
- The quality of owner and rental housing, particularly the older housing stock.
- Policies of private institutions including insurance companies and lenders which have led to increased housing costs and/or inability to obtain loans.
- Policies of landlords and property managers which limit the availability of housing for extremely low- and low-income households, large-family households, and persons with mental, physical, and emotional disabilities.
- Inadequate funding for case managers to assist people in reaching self-sufficiency.
- Lack of an adequate supply of supportive housing beds serving populations at risk of becoming homeless and for those who will never be self-sufficient.
- Other household problems that create household instability including substance abuse.

### **Lead-based Paint (91.215 (g))**

1. Estimate the number of housing units that contain lead-based paint hazards, as defined in section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and are occupied by extremely low-income, low-income, and moderate-income families.
2. Outline actions proposed or being taken to evaluate and reduce lead-based paint hazards and describe how lead based paint hazards will be integrated into housing policies and programs.

3-5 Year Strategic Plan Lead-based Paint response:

1. According to the 2000 Census data, there are 52,432 owner-occupied units and 38,056 renter-occupied units in the City of Lincoln. Data was further broken down by the decade the structure was built for the "1-unit detached and 1-unit attached". This represents most of the owner-occupied units but only about 25% of the renter-units. However, most of the remaining renter-units are multi-family and out of that group, only 27% were built before 1970. Even though a potential lead hazard can be estimated by whether a unit was built before 1970 or not, a more accurate approach can be used based on the decade it was built. According to the National Safety Council, about two-thirds of homes built before 1940, half of the homes built between 1940 and 1960, and a lesser number of homes built between 1960 and 1978 contain lead.

It is estimated that lead can be found in two-thirds, or 5,525, of the 8,288 owner-occupied houses built before 1940. Of the 10,994 built between 1940 and 1960, one-half or 5,497, are said to contain lead. The data is unclear as to percentage, but a safe high figure of one-third, or 5,298, of the 15,895 houses built between 1960 and 1979 similarly contain the dangerous substance.

Two-thirds, or 1,296, of the 1,944 rental units built before 1940 are likely to contain lead. Of the additional 3,071 units built between 1940 and 1960, about one-half, or 1,535, could be contaminated. Another 2,659 rental units were built between 1960 and 1979, of which an estimated one-third, or 886, contain lead. As previously mentioned, the majority of the remaining rental units are not broken down according to the decade built. Of these 24,564 rental units which are in multi-family complexes, only 27 percent (7,775 units) were built before 1970. If half are assumed to contain lead, that adds another 3,888 units that may have lead hazards present.

According to these calculations, there are 16,320 owner-occupied units that could pose potential threats and 7,605 rental units which could be hazardous to the tenants.

This estimate represents a realistic danger to almost 24,000 households. If the entire number of houses built before 1970 were counted, the figure would be staggering.

Of course, there are several factors that contribute to a possible lead hazard such as age of the occupants, nutrition, house cleaning skills, and information about the problem. However, lead hazards primarily exist in the older neighborhoods where both a lower-income renter and owner would go to find more affordable housing. While lead is not exclusively a problem of the poor, more of the listed factors exist in a lower-income household which could exacerbate the problem.

2. In the mid 1990s, the Lead Poisoning Prevention Program was instituted by the Lincoln-Lancaster County Health Department. As part of this program, screening for elevated blood lead levels (EBLLs) was carried out in the City's older neighborhoods. This program prioritized neighborhoods as high risk based on age of housing and the presence of children under age six below the poverty level. As part of the Lead Poisoning Prevention Program, children identified with elevated levels are provided with appropriate and timely medical case management and referral to medical, environmental, and educational services. The Health Department also developed and implemented a lead poisoning and prevention education program for the general public and identified professionals. The educational component included public

information and professional education targeting medical professionals, persons involved in the housing industry, high-risk populations, and neighborhoods.

The Lincoln Housing Authority implemented 24 CFR Part 35 (Subparts A, B, R & M) into their Tenant Based Rental Assistance Program and continues to work with the Health Department to identify children with elevated blood lead levels.

On September 15, 1999, HUD issued final regulations implementing new requirements established by the Residential Lead-Based Paint Hazard Reduction Act of 1992. By September of 2000, the City of Lincoln was integrating lead-based paint hazard reduction activities into their HUD-assisted housing policies and programs.

The City worked with the State and EPA on a licensing and certification program. The City's Housing Rehabilitation Specialists for Urban Development were trained as Risk Assessors and Clearance Testers. Today, all four of the current Rehabilitation Specialists for the City have their Lead Abatement Risk Assessor Certification.

The Urban Development Department is involved with between 300 to 400 housing units a year providing rehabilitation and homeownership assistance. Urban Development also operates various in-house rehabilitation programs and work with several non-profit organizations to provide a full range of housing options.

**Rehabilitation Programs.** The in-house rehabilitation projects are run by the previously mentioned Housing Rehabilitation Specialists which are all Certified Risk Assessors. They follow all the requirements set forth in 24 CFR Part 35. Of the approximately 300 housing units served annually by the Rehabilitation Specialists, the level of federal assistance varies greatly depending on the particular program. Since Urban Development has sponsored several lead training sessions for contractors over the last five years, the Rehabilitation Specialists have a list of properly trained contractors for the level of lead work needed. They also lend their technical expertise to assist smaller non-profits that have lead procedure questions.

**Homeownership Programs.** The First Home Program is administered by NeighborWorks®Lincoln, a recipient of HOME funds from Urban Development. The funds are used to conduct homebuyer training and to provide downpayment and rehabilitation assistance. The Rehabilitation Specialist that conducts the housing inspections for NeighborWorks®Lincoln is also a Certified Lead Abatement Risk Assessor and follows the requirements set forth in 24 CFR Part 35.

## HOUSING

### Housing Needs (91.205)

\*Please also refer to the Housing Needs Table in the Needs.xls workbook

1. Describe the estimated housing needs projected for the next five year period for the following categories of persons: extremely low-income, low-income, moderate-income, and middle-income families, renters and owners, elderly persons, persons with disabilities, including persons with HIV/AIDS and their families, single persons, large families, public housing residents, families on the public housing and section 8 tenant-based waiting list, and discuss specific housing problems, including: cost-burden, severe cost-burden, substandard

housing, and overcrowding (especially large families).

2. To the extent that any racial or ethnic group has a disproportionately greater need for any income category in comparison to the needs of that category as a whole, the jurisdiction must complete an assessment of that specific need. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least ten percentage points higher than the percentage of persons in the category as a whole.

### 3-5 Year Strategic Plan Housing Needs response:

#### **Rental Housing Needs**

1. According to the Comprehensive Housing Affordability Strategy (CHAS) 2000, an estimated 37,608 total rental units are needed by existing renter households, with 25,749 of those units needed by existing low-income households. There was a surplus of approximately 5,490 rental units in Lincoln in 2000. There was an overall surplus of two- and three-bedroom units by 3,229 units and 4,418 units respectively. However, there was an overall shortage of efficiency plus one-bedroom units of 2,157.

Even with the surplus of 15,686 rental units affordable to low-income households, the fact remains that 11,911 low-income, renter households were cost overburdened in 2000. The cost overburden may be explained by a variety of factors, including the following: a) the large shortage of higher-priced units which cause those that could afford higher rent to settle for a lower-cost unit, b) imperfect matches due to incomplete information, other needs such as size/cost, discrimination, etc., c) quality of units, d) consumer choice.

**Rental Housing Needs for Low-Income Persons.** While there was an overall surplus of units affordable to low-income households, there was a shortage of 2,038 efficiency plus one-bedroom units and 1,013 two-bedroom units affordable to households with incomes less than 30 percent of the area median income. There was also a shortage of 1,190 efficiency plus one-bedroom units affordable to those with incomes between 50 and 80 percent of median income. This could be explained by the shortage of units for households making over 80 percent of median income, meaning they end up taking the units affordable to the 50 and 80 percent median income range. With this “bumping” taking place, lower-income households may also be moving into units of lower quality, with unsafe conditions, or in undesirable locations.

The mismatch between affordable rental units and low-income households causes a greater gap between what already exists in the supply. When the number of households requiring units of specific rents and sizes is subtracted from the units actually rented by those income groups, there is a shortage of 5,597 units affordable to low-income households. The greatest shortage was among units affordable to households with incomes less than 30 percent of the median, with an unmet need of 5,512 units. While there was a surplus of 3,247 units available to those earning 30 to 50 percent, this was not enough to make up for the shortage of 3,332 units for those making 50 to 80 percent.



Rental housing shortages may also increase in the event that programs, like HUD's Section 8 program, are cut or low-income housing tax credit units are converted to market rate units.

**Rental Cost Overburden.** Over 37 percent of renters were cost overburdened in 2000, down from less than 40 percent in 1990. While the number of cost overburdened households declined in the very low- and low-income categories, the number of cost overburdened in extremely low-income households increased by 12 percent. The actual number of low-income, small renter households decreased by nine percent while the extremely low-income small household increased by six percent. Large, low-income renter households declined by 49 percent from 610 to 313 households. Low-income individual and unrelated cost overburdened households increased by 12 percent over the last decade. In general, 46 percent of all low-income renters are cost overburdened.

**Needs in Rental Housing for Large Families.** Nearly 51 percent of extremely low-income, large-family, renter households, were cost overburdened in 2000 for a total of 176 households. Nearly 46 percent, or 115, of very low-income, large-family renter households were cost overburdened. Nearly as big a problem is the percentage of families experiencing over crowding; 40 percent of extremely low-income, 42 percent of very low-income, and 36 percent of other low-income, large renter families are experiencing overcrowding and/or are living with incomplete plumbing and kitchen facilities.

**Needs in Elderly Rental Housing.** Over half of all low-income elderly renter households, or a total of 1,663, were cost overburdened in 2000. This group is more likely to be cost overburdened than other households but less likely to experience overcrowding or other housing problems. The LHA waiting list showed over 450 elderly households waiting for public housing and rental assistance in 2003, and over 190 in 2004.

**Housing Needs for Other Persons with a Disability.** In addition to the rental units for persons 65 and older with a disability, an estimated 850 rental units are needed by households with a person aged 18 to 64 with a disability. This estimation, however, assumes that persons with a disability are as likely to be renters as the general population. If persons with a disability are more likely to be renters, because they are more likely to be low-income, then the need for rental housing with supportive services will be higher. While approximately two-thirds of all rental units need to be affordable to those with low-incomes, a greater portion of these 850 units should be affordable to those with low-incomes, because persons with a disability are more likely to be low-income.

Barrier-free homes are particularly important to persons who rely on mobility devices such as wheelchairs and walkers. There is not reliable local data on the need for barrier-free households. However, based on national data, an estimated need for at least 500 barrier-free rental units and 450 modified units were needed for persons with limited mobility in 2000.

**Rental Housing Assistance.** The number of families requesting housing assistance grew dramatically between 1999 and 2004. In December 1999, there were 835 households on the Section 8 tenant-based assistance waiting list (less than a six-month estimated waiting period). By December 2004, the number of households on this waiting list had grown to 2,246 (over a two-year estimated waiting period).

The number of extremely low-income households on the Lincoln Housing Authority waiting list tripled between 1999 and 2004. A total of 1,440 of those 565 in 1999, and the remaining 476 households were very-low income in 2003 compared to 257 in 1999.

The demand for public housing managed by the Lincoln Housing Authority also increased over the same five-year period from 230 households to 354 households.

### **Owner Housing Needs**

The difference between the supply of owner housing units by number of bedrooms and affordability, and the need for owner housing units by number of bedrooms and affordability based upon household size and income shows a surplus of 885 owner units in a perfect market. There is a surplus of three-bedroom units by 14,797 units but a shortage of efficiency plus one-bedroom units of 8,901 and two-bedroom units of 5,011. There appears to be a surplus of 5,960 units affordable to households with incomes less than 50 percent of the median, and 18,710 units affordable to those between 50 and 80 percent. However, there also appears to be a shortage of 23,785 units affordable to households making 80 percent of median income.

When the number of households requiring units of specific owner costs and sizes is subtracted from the units actually owned by those income groups and household sizes, the shortage is approximately 4,071 units affordable to low-income households in 2000.

The shortage does not include households that are renters but desire to become owners. The most likely groups would be renters over 80 percent of median income followed by households between 50 and 80 percent median income. Therefore, there are two gaps in owner housing: 1) those households in units that do not fit their current need and 2) those that are renters who could be owners if affordable conditions were present.

Lincoln does not have information on housing needs for persons with HIV/AIDS and their families. It also does not have adequate information on the condition of housing.

**Cost Overburden.** Nearly 20 percent of households with a mortgage in 2000 were cost overburdened compared to under 14 percent in 1990. Sixty-five percent of extremely low, 46 percent of very low and 32 percent of low-income owner households were cost overburdened.

Elderly, low-income owner households are less likely to be cost overburdened (24 percent) than small (50 percent) and large (39 percent) and all other low-income owner households (51 percent).

**2. Minority Owner Housing Needs.** HUD requires us to identify when the percentage of black, non-Hispanic, or Hispanic households in an income category are not within 10 percent of the figures found in the "all households" column for that income category. Black, non-Hispanic, and Hispanic renter and owner households are more likely to be in the lowest income category than households in general. However, only Hispanic renter households show a 10 percent disparity in that lowest income category with 23 percent of all renter households and 33 percent of Hispanic

renter and owner households having incomes below 30 percent of the Medium Family Income (MFI). Additionally, both Hispanic renter and owner households have a greater than 10 percent disparity in the highest income category, with 32 percent of all renter households and only 12 percent of Hispanic renter households having incomes greater than 80 percent MFI. Black, non-Hispanic owner households are more likely to be in the higher income categories than all households.

Breaking down the CHAS into types of households, disparities of 10 percent or greater among these types can be found to include the following:

- Elderly renter households are much more likely to be in the lowest income category when the householder is Hispanic;
- Elderly owner households are much more likely to be in the lowest income category when the householder is Hispanic or Black, non-Hispanic;
- Family renter households are much more likely to be in the lowest income category and much less likely to be in the highest income category when the householder is Hispanic or Black, non-Hispanic; and
- Family owner households are much more likely to be in the highest income category when the householder is Hispanic.

### **Priority Housing Needs (91.215 (b))**

1. Identify the priority housing needs in accordance with the categories specified in the Housing Needs Table (formerly Table 2A). These categories correspond with special tabulations of U.S. census data provided by HUD for the preparation of the Consolidated Plan.
2. Provide an analysis of how the characteristics of the housing market and the severity of housing problems and needs of each category of residents provided the basis for determining the relative priority of each priority housing need category.

Note: Family and income types may be grouped in the case of closely related categories of residents where the analysis would apply to more than one family or income type.

3. Describe the basis for assigning the priority given to each category of priority needs.
4. Identify any obstacles to meeting underserved needs.

#### **3-5 Year Strategic Plan Priority Housing Needs response:**

1. High Priority Needs: The highest priority needs are among low-income special needs populations, including physically disabled persons, seriously mentally ill persons, and refugees and immigrants, not only due to housing need, but also supportive housing services. Extremely-low income renters of all household types and very-low income (except single households) are also high priority households. Elderly owners who are extremely low-income are a high priority as well.

Medium Priority Needs: As long as the Lincoln Housing Authority has funds to support extremely and very low-income renters, the majority of the federal funds under the oversight of the Urban Development Department, Housing Division will be targeted toward medium priority need households. Those households that fall under

medium priority include owners who are very low- and low-income. Additionally, marketing of programs will target single-parent households, immigrants, refugees, and other ethnic and/or racial minorities.

2. The Affordable Housing Need Analysis (AHNA) examined housing needs by household category as shown in the "Housing Needs Table." The data from the AHNA was then used as the basis for determining the relative priority of each priority housing need category.

3. The basis for assigning priority was based on information contained within the Affordable Housing Needs Analysis (AHNA), on the LMI and NRSA, census data, the Strategic Plan tables, citizen input garnered through the reports from Olsson Associates and the University of Nebraska, Lincoln-Gallup Research Center, the active involvement of the Community Development Task Force and its committees, and consultations with service providers, funders, and other agencies and organizations.

4. High Priority Obstacles: Because all of the high priority households tend to need supportive services to find and/or remain in affordable housing, these are the most challenging households to serve as well. One of the greatest challenges will be finding additional funds to allow the City and its partners to provide these supportive services.

The Lincoln Housing Authority will continue to serve those extremely low-income and very low-income households, with priorities for special needs populations, families, and the elderly, as federal funds for rental housing assistance remain available. Cuts in assistance will be a difficult barrier to overcome. Another obstacle to meeting these high priority rental housing needs will be maintaining the infrastructure that supports these households. The Urban Development Department has allocated funds toward the preservation of extremely and very low-income rental units. The City will also rely on internal (i.e. Urban Development and the Lincoln Housing Authority) and external (i.e., Urban Development and the League of Human Dignity for the barrier removal program) partnerships to meet these challenges where appropriate.

Medium Priority Housing Obstacles: Some of the greatest obstacles include social and cultural barriers in reaching markets that tend not to seek assistance, including Black and Vietnamese householders. Other obstacles include household income, basic financial skills and knowledge about homeownership, rising housing prices, NIMBY attitudes, lack of quality affordable housing for homeownership, and regulations (both local and federal) that limit the supply of affordable housing or the ability to subsidize housing.

Single households with incomes at 30 to 50 percent of the median, renter households between 50 to 80 percent of the median and not looking to own, and owners with incomes under 30 percent of the median and looking to become renters are also medium priority households. However, these households may not be good candidates for either the Lincoln Housing Authority or Urban Development programs.

Households with low priority needs are those making more than 80 percent of the median income for the City. These households tend to be served through other programs or through conventional means. However, with rising housing prices, there is some evidence of need for households with incomes between 80 and 100 percent of the median.

## Housing Market Analysis (91.210)

\*Please also refer to the Housing Market Analysis Table in the Needs.xls workbook

1. Based on information available to the jurisdiction, describe the significant characteristics of the housing market in terms of supply, demand, condition, and the cost of housing; the housing stock available to serve persons with disabilities; and to serve persons with HIV/AIDS and their families.
2. Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason, (i.e. expiration of Section 8 contracts).
3. Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units. Please note, the goal of affordable housing is not met by beds in nursing homes.

### 3-5 Year Strategic Plan Housing Market Analysis responses:

1. Significant characteristics of the Housing Market Analysis are taken directly from the Affordable Housing Needs Analysis (AHNA). Additional detail about supply, demand, condition, and cost may be found within that document.

The following is a summary of findings about housing supply:

- Over 63 percent of the 95,188 housing units in 2000 were single-family (attached and detached) units. The fastest growing housing type from 1990 to 2000 was the single-family attached unit or townhome, and is expected to remain the fastest growing type until at least 2005. Multi-family units also grew rapidly in the 1990's, but construction rates have sharply declined since.
- Nearly 58 percent of all occupied units were owner-occupied. Nearly 87 percent of single-family detached and 59 percent of single-family attached structures were owner-occupied. Even if 100 percent of single-family units had been owner-occupied in 2000, the City would have been unable to match the national homeownership rate.
- On the whole, owner-occupied units were larger than renter-occupied units in 2000. While there were over 12,500 owner-occupied units with four or more bedrooms, there were just over 1,500 rental units of the same size. Although the number of five or more bedroom rental units rose slightly over the last decade, the number of studio apartments nearly doubled.
- While vacancy rates for the City as a whole were very healthy, hovering just under five percent, the City's oldest neighborhoods, newly built areas, and multi-family structures in general had vacancy rates above seven percent.
- The City has inadequate data on the condition of residential properties within Lincoln. However, Urban Development is in the process of conducting



“windshield surveys” of the some the neighborhoods in the Antelope Valley area.

- According to HUD, 96 percent of rental units in Lincoln in 2000 had rates affordable to low-income households. Over 13 percent were affordable to extremely low-income households. (Government assistance was included as income in determining affordable rents.)
- A total of 71 percent of owner housing units were affordable to low-income households. (This includes units that have no mortgage payments.)
- The majority of rental housing units were suitable for single individuals, unrelated pairs, or small families.
- There were fewer than 1,000 affordable owner housing units with one-bedroom or less. Conversely, there were over 24,700 affordable owner units with three or more bedrooms in the housing stock.
- Over five percent of the population resided in group quarters, most of whom (60 percent) were in college dormitories, followed by those (20 percent) in state prisons, and those (eight percent) in nursing homes. There is an estimated need for 593 additional units for extremely low-income persons with a serious mental illness.
- As of 2002, there were 3,242 rental units generally available to persons age 55 or 62 and older, 538 owner units, plus an additional 608 that could be rented or purchased.

The following is a summary of findings about housing need or demand:

- Approximately 25,749 rental units were needed by existing, low-income renter households in 2000: 7,132 by small families, 1,140 by large families, 3,478 by elderly households, and 13,999 by individuals and unrelated households.
- Approximately 12,879 owner units were needed by existing, low-income owner households in 2000: 3,921 by small families, 1,045 by large families, 5,306 by elderly households, and 2,607 by individuals and unrelated households.
- An estimated 2,400 rental units and 5,700 owner units were in need of supportive services for persons 18 and older with a disability. (This does not include services needed by those persons ages under 18 or 62 and older living with care givers/family members or services needed by persons in institutions.) An estimated 400 rental units and 1,100 owner units were in need of extensive supportive services for low-income, frail elderly householders.
- Approximately 2,450 barrier-free or modified housing units were needed for persons with physical disabilities in 2000. An estimated 500 barrier-free rental units and 700 barrier-free owner units, plus another 450 modified rental units and 800 modified owner units were needed.



The following findings about the cost of housing are detailed in the analysis:

- The cost of housing rose faster than incomes for owners. Median monthly owner costs for those households with a mortgage rose 51 percent over the last decade, compared to median income, which rose 45 percent. The average sale price of a house rose 74 percent.
- Interest rate fluctuations have a dramatic impact on affordability. Between 1980 and 2003, average annual interest rates have hit a high of 16.63% (1981) and low of 6.54% (2003).
- Insurance rates and underwriting criteria for insurance have increasingly become barriers to affordable housing. For example, rates rose an average of seven percent in 2003.
- While tax levy rates have declined over 31 percent from 1993 to 2002, assessed residential property values have increased 55 percent for an overall increase in property tax payments. Nevertheless, the rate of increase in payments overall was slower than the rate of inflation.
- The increase in median income exceeded the increase in median monthly gross rent over the decade. Median gross rent rose by 37 percent. Increases were in part due to the increases in square footage and additional amenities in newer apartments. The increase in price of some utilities (natural gas in particular) and the increase in consumption, led to an increase in gross rent over the decade as well.
- The supply of single-family lots may be insufficient to meet demand. While there were over 2,600 single-family (attached, detached, and duplex) lots that were final platted by January of 2004, only 426 were listed on the Multiple Listing Service (MLS). Additionally, the average sale price per lot listed on the MLS had risen 34 percent from 1998 to 2003.
- There is insufficient data on the number of units accessible to persons with disabilities.

2. The City of Lincoln Housing Authority (LHA) has 320 public housing units. Mahoney Manor is the largest public housing project with 120 units for the elderly and disabled. The remaining 200 public housing units are scattered site single-family and duplex units located throughout the City of Lincoln. The physical condition of the current units is good. However, federal funding for public housing operation and capital improvement funds have been cut to the point of jeopardizing the future condition of the units and the Housing Authority's ability to maintain the units in an exemplary manner. The Lincoln Housing Authority has achieved High Performer status every year since 1993. Based upon their FY 2005-2009 Annual and Five-Year Public Housing Authority (PHA) Plan, as of September 30, 2004, a total of 354 families were on their public housing waiting list for 320 units. For the Section 8 Housing Choice Voucher program, a total of 2,245 were on the voucher waiting list. The Lincoln Housing Authority has been authorized for 2,864 vouchers by HUD. However, due to HUD funding cuts, the Lincoln Housing Authority has sufficient funds

for only 2,700 vouchers. Because cuts have threatened the ability of the LHA to support 2,700 vouchers, the LHA will be reducing the number of vouchers used starting in July of 2005, through attrition, until a total of 2,500 vouchers is reached.

The Lincoln Housing Authority's applicants are very low-income or below 50 percent of the area median income. Preference is given to the homeless or those who will be homeless pending release from transitional housing or a treatment facility. Others are assisted based on the date of application. Single individuals who are not disabled or elderly are the lowest priority.

3. The housing market analysis showed the need to support five key funding areas with federal funds: owner occupied housing units (maintenance and construction), homebuyer subsidies, renter occupied housing units (maintenance and construction), rental subsidies, and special needs housing (maintenance, construction, and supportive services).

The Lincoln Housing Authority will continue to fund rental subsidies as well as maintain existing public housing for extremely and very low-income households. However, funding for the LHA has declined, which means that public housing operations, management, and capital improvements will need to be cut by approximately 20 percent and the number of vouchers will be reduced by 200.

Urban Development will continue to use funding for four key areas. The market analysis showed the need to maintain existing and create opportunities for more affordable owner-occupancy. The low single-family vacancy rates, rapidly rising home prices with much higher median prices for new construction, and concentration of affordable housing in the NRSA and LMI areas is evidence of the need for new construction of affordable housing, and use of programs like HDLP (Home Development Loan Program) in meeting the demand for new affordable housing outside of the NRSA and LMI areas. The declining number of affordable homes for sale without need of substantial rehabilitation is also evidence of the continuing need for programs like the Troubled Property Program and Home Improvement Loan Program.

The market analysis also showed that renters are increasingly being priced out of the homebuyer market, as housing prices rise faster than incomes. The need is even stronger for programs like the First Home Program to help renters become home owners. This program combined with rehabilitation programs such as Direct or Deferred Loan Program, helps to make affordable homeownership attainable by some low-income households.

While renter subsidies and some public rental housing units are provided through the LHA, Urban Development will continue to support the maintenance and construction of rental housing to maintain low-income rental housing opportunities. The market analysis showed the need to provide for additional rental housing for extremely low-income households. Urban Development will target funds to Low-Income Housing Tax Credits (LIHTC) projects to provide additional units for these households, including special needs and elderly households. Additional funds will be used to rehabilitate and preserve existing rental housing with expiring tax credits for extremely low-income households.

Again, special needs housing will be increased through the financing of new Low-Income Housing Tax Credit units. Urban Development will also continue to use the

Barrier Removal Program to eliminate architectural barriers to affordable housing as the need for barrier-free and modified units exists as further evidenced in the Housing Needs Analysis by the number of applications received requesting barrier removal assistance.

Not shown in the housing market analysis, but identified as housing barriers are other factors (i.e., increase in predatory lending, NIMBYism) that impact households and the housing market. Housing market factors and these barriers increase the need for strengthening partnerships and institutions, targeting marketing and information dissemination, increasing staff support and technical assistance, and evaluating and measuring outcomes.

### **Specific Housing Objectives (91.215 (b))**

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

#### **3-5 Year Strategic Plan Specific Housing Objectives response:**

1. The goals (priorities) and specific objectives the jurisdiction hopes to achieve over the next five years are as follows:

***Goal 1 - Preserve and Provide for Safe and Decent Affordable Housing:***  
**Promote the preservation and revitalization of affordable housing and rehabilitation of substandard or inadequate housing throughout the City with emphasis on the Neighborhood Revitalization Strategy Area (NRSA) and low-income areas.**

**Objective 1:** Ensure that there will be an adequate supply of affordable rental housing that meets at least minimum housing quality standards for households making 0 to 80 percent of the median income over the next five years by providing a range of financial and technical resources to rehabilitate the existing rental housing stock which carry long-term affordability.

Strategy 1: Provide a range of financial and technical resources to rehabilitate the existing renter-occupied housing stock with emphasis on the NRSA and low-income areas.

Activity: Use the Housing Development Loan Program (HDLP) to assist non-profits in providing for the special needs population with the rehabilitation of facilities.

Activity: Use the Housing Development Loan Program to assist non-profit landlords to sustain long-term affordability for tenants under 30% of median income and projects with expiring Low-Income Housing Tax Credits.

Activity: Work with the various housing non-profits and neighborhood organizations to instill pride in the neighborhoods and increase awareness of the financial and technical resources available for rehabilitation.

Activity: Continue to fund the PRIDE (Promote Residential Improvement Design and Enhancement) Program which provides grants to investors with low-income tenants in 11 NRSA neighborhoods up to \$600 for materials only repairs.

**Objective 2:** Encourage private investment in housing preservation and rehabilitation.

Strategy 1: Develop a task force to explore the use of innovative means to encourage the preservation of existing affordable housing, including a housing rehabilitation sub-code, tax credits, tax abatement, land banking, public/private partnerships, etc., and recommend those means to the Mayor and City Council.

Strategy 2: Allow the market trend to encourage the deconversion of rental properties in the older neighborhoods through the sale to owner-occupied buyers.

**Objective 3:** Improve the overall quality of housing in the NRSA and maintain the overall quality in the low- to moderate-income (LMI) area.

Strategy 1: Provide a range of financial and technical resources to rehabilitate the existing owner-occupied housing stock.

Activity: Continue to fund the PRIDE Program which grants low-income homeowners in 11 older NRSA neighborhoods up to \$600 for materials to accomplish exterior repairs.

Activity: Continue to fund low-income homeowners not eligible for conventional loans through Direct or Deferred Loan Program in the LMI area.

Activity: Continue to fund the Home Improvement Loan Program (HILP) which, in cooperation with NIFA and six private lenders, which makes available zero percent interest loans to low- to moderate-income owners for rehabilitation of their homes.

Strategy 2: Continue to provide additional financial incentives to first-time homebuyers who buy and rehabilitate houses in the NRSA and the LMI area.

Activity: Continue to fund the First Home Program with downpayment and rehabilitation assistance with a zero percent interest loan (forgivable in the NRSA and half-forgivable within the LMI area).

Strategy 3: Increase awareness of the financial and technical resources available for rehabilitation among the public and housing providers.

Activity: Market existing housing programs with emphasis on the NRSA and LMI areas and low-income, minority households.

**Objective 4:** Improve the health and well-being of low-income households throughout the City by increasing awareness of and reduce exposure to lead-based paint in homes, especially those with children.

Strategy 1: Continue to use lead-based paint certified housing staff to inform and educate housing clients, non-profit agencies, and the private sector housing industry.

Strategy 2: Increase awareness of the financial and technical resources available for household hazard mitigation, including the remediation of lead-based paint, mold, etc.

**Goal 2 - Create and Sustain Homeownership Opportunities: Increase opportunities for homeownership by those households who make 30 to 80 percent of the median income and assist low-income households in sustaining their homeownership status.**

**Objective 1:** Assist low-income households in building wealth and maintaining equity by providing a range of financial and technical resources to enable low-income households to purchase and maintain their homes.

Strategy 1: Develop and enhance existing financial education programs for renters not yet ready to become first-time homebuyers, first-time homebuyers, and existing low-income homeowners.

Activity: Provide technical support to NeighborWorks® Lincoln, Lincoln Action Program, the REALTORS® Association of Lincoln, local banks, and others in the development, enhancement, and provision of basic financial skills training programs.

Activity: Develop and implement the BRIDGE (Bridging Referral and Informational Demand Gaps) Program which offers technical assistance and information to current homeowners regarding predatory lending, credit card debt, and equity depletion.

Activity: Continue to fund First Time Homebuyer training programs through partnerships with NeighborWorks® Lincoln and Lincoln Action Program (for trainings in languages other than English).

Strategy 2: Provide financial assistance to enable first-time homebuyers to purchase homes.

Activity: Continue the First Home Program administered by NeighborWorks® Lincoln.

Activity: Support Lincoln Action Program's (LAP) Individual Development Account (IDA) Program by providing matching funds.

Activity: Continue partnering with and leveraging funds for additional homebuyer programs of other agencies, including NIFA, LAP, and the LHA.

Strategy 3: Continue to partner with non-profit housing agencies to create new affordable homeownership opportunities throughout the City by building affordable homes on infill lots and in new developments, and by substantially rehabilitating dilapidated units.

Activity: Leverage funds in conjunction with NeighborWorks® Lincoln using the Troubled Property Program for infill housing.

Activity: Continue to partner with NeighborWorks® Lincoln to develop affordable and mixed-income housing projects as part of the community revitalization portion of the Antelope Valley project.

Activity: Continue to partner with Nebraska Housing Resource, Inc. for the construction of new affordable housing in higher income areas.

Activity: Continue the incentives under the First Home Program for purchase in the NRSA and the LMI areas.

Strategy 4: Continue to assist low-income homeowners in maintaining and rehabilitating their homes.

Activity: Continue to fund the HILP program which, in cooperation with NIFA and six private lenders, makes available zero percent interest loans to low- to moderate-income owners for rehabilitation of their homes city-wide.

Activity: Continue to fund low-income homeowners not eligible for conventional loans through the Direct or Deferred Loan Program in LMI area.

Activity: Continue to provide PRIDE grants for limited exterior improvements in the NRSA.

Strategy 5: Continue to share information with housing providers and provide informational brochures on a wide range of homeownership topics.

**Objective 2:** Increase the rate of homeownership within the NRSA.



Strategy 1: Provide additional incentives to enable low-income households to purchase homes within the NRSA.

Activity: Continue the First Home Program (with total forgiveness loans in the NRSA) and homebuyer training administered by NeighborWorks® Lincoln

Strategy 2: Create additional homeownership opportunities in the NRSA.

Activity: Continue the Troubled Property Program administered by NeighborWorks® Lincoln for infill housing.

Activity: Continue to partner with NeighborWorks® Lincoln and developers to develop affordable and mixed-income housing projects as part of the community revitalization portion of the Antelope Valley project.

Activity: Examine innovative ways to encourage absentee landlords and owners in unstable housing situations to sell properties to owner-occupants.

Strategy 3: Market the NRSA as an attractive and affordable place to live.

Activity: Continue to fund the "Heart of Lincoln" Project to promote homeownership in older neighborhoods.

**Objective 3:** Increase the rate of homeownership among households headed by persons who are racial and/or ethnic minorities.

Strategy 1: Provide a range of technical resources, including housing program brochures and training from Urban Development, NeighborWorks® Lincoln, Lincoln Action Program, and other Departments, in languages including, but not limited to, English Spanish, Vietnamese, Russian, Arabic, and Neur.

Activity: Partner with Lincoln Action Program to teach the basic financial skills and homebuyer classes in other languages.

Strategy 2: Continue the function of the Minority Marketing Committee to implement the "Minority Marketing Plan".

Activity: Create additional partnerships with advocacy organizations for racial and ethnic minorities.

Activity: Conduct focus groups to understand the specific housing needs and barriers to homebuying for specific subpopulations.

Strategy 3: Continue to access the specific skills of Urban Development's bilingual staff members and bilingual staff members of other agencies when language barriers are an issue.

**Objective 4:** Assist low-income homeowners in sustaining their homeownership status during emergency situations and reduce the overall instances of emergency situations.

Strategy 1: Provide technical and financial resources to prevent emergency situations and maintain household stability.

Activity: Develop and implement the BRIDGE (Bridging Referral and Informational Demand Gaps) Program which offers technical assistance and information to current homeowners regarding predatory lending, credit card debt, and equity depletion.

Activity: Work with other City departments and agencies to address housing situations that are perilous or may be perilous in the future due to insufficient regulations (i.e., mobile home parks).

Activity: Continue to fund the Rebuilding Together Project through the HEART (Helping Elderly Access Rebuilding Together) Program.

Strategy 2: Provide technical and financial resources to address existing emergency situations.

Activity: Continue to fund the Emergency Loan Program.

Activity: Create a referral network through partnerships with other agencies by establishing the BRIDGE Program. Educate staff on other agencies, improve Urban Development's referral network and provide clients and potential clients with information and technical assistance to sustain and improve their household status. Housing Rehabilitation Specialists will offer their technical assistance to potential clients to provide the most cost-effective way of addressing needs.

**Objective 5:** Promote the stability and revitalization of low-income, older neighborhoods.

Strategy 1: Strengthen partnerships between the Urban Development's Housing Division and other entities to incorporate the housing element and homeownership goals into revitalization planning.

Activity: Partner with the Lincoln Action Program on the "Free to Grow" project.

Activity: Expand the partnership with NeighborWorks® Lincoln to address "Heart of Lincoln", Antelope Valley, and the Troubled Property Program.

Activity: Work with City partners on the community revitalization portion of the Antelope Valley project.

Strategy 2: Strengthen partnerships to improve housing as part of the overall redevelopment process in older neighborhoods.

Activity: Use the Housing Development Loan Program (HILP) to assist Habitat for Humanity, the LHA, and other non-profit home builders to acquire vacant infill lots for new construction projects.

Activity: Partner with neighborhood associations and other organizations to identify problem properties and star properties (as best practices examples).

Activity: Work with neighborhood associations to develop and implement focus area plans that include actions to further affordable housing.

***Goal 3 - Create and Sustain Affordable Rental Housing Opportunities:***  
**Improve access to permanent, affordable rental housing with appropriate supportive services by low-income households and assist rental households in maintaining their rental status or move to homeownership, as appropriate.**

**Objective 1:** Increase the sustainability and stability of households in rental housing situations.

Strategy 1: Help maintain the long-term affordability of units under non-profit ownership and projects with expiring tax credits.

Activity: Use the HDLP Program to fund rehabilitation of Tax Credit properties.

Strategy 2: Build the capacity of renter households to maintain their rental status during emergency situations.

Activity: Educate consumers on emergency sources of funding.

Activity: Provide basic financial skills training to renters and those in transitional housing.

Strategy 3: Assist in maintaining rental subsidies for low-income renters.

Activity: Continue to provide security deposit assistance for the Lincoln Housing Authority.

**Objective 2:** Create permanent housing options for low-income persons with special needs, including those with disabilities and/or needs for supportive services by continuing to work with special needs providers in combination with other public/private resources to create new housing or rehabilitate existing housing.

Strategy 1: Assist non-profits and for-profit developers in providing for the special needs population with new construction of housing or facilities.

Activity: Use the Housing Development Loan Program to finance new housing projects for special needs populations.

Activity: Use the Housing Development Loan Program to assist developers with gap financing for an elderly housing Tax Credit project.

Strategy 2: Assist developers in leveraging funds for supportive services.

**Objective 3:** Assist qualified renters in making steps toward homeownership.

Strategy 1: Build household capacity to assist qualified renters in becoming homeowners.

Activity: Establish a "Financial Fitness" program to prepare renters for the next step towards homeownership.

Strategy 2: Build awareness among developers and landlords of NIFA's CROWN program, which allows renters to set aside a portion of their rent for the purchase of a home, and assist in the program's implementation.

**Objective 4:** Assist homeowners in perilous ownership situations into appropriate rental housing.

Strategy 1: Assist frail elderly homeowners in unsafe housing situations to find permanent housing with supportive services.

Strategy 2: Assist households in dilapidated or unsafe mobile homes into permanent housing.

***Goal 4 - Remove Barriers to Fair Housing and Affirmatively Further Fair Housing: Create and sustain affordable rental and owner housing opportunities throughout the City for all people, specifically households that may face additional barriers due to their race, ethnicity, nationality, religion, gender, familial status, age, disability, sexual orientation, and use of government assistance.***

**Objective 1:** Provide City staff and elected officials with the necessary tools to remove barriers to fair and affordable housing and affirmatively further fair housing goals.

Strategy 1: Ensure City staff and elected officials receive or have received training in both fair housing law and the benefits of equal access to affordable housing.

Strategy 2: Develop and implement guidelines for the review of ordinances, other regulations, plans (including Comprehensive Plan amendments, redevelopment plans, and focus area plans), and

housing development and subdivision plans to determine if they meet the affordable and fair housing test.

- Strategy 3: Conduct a review of the existing zoning ordinance, Comprehensive Plan, and other regulations to identify and develop procedures for removing regulatory barriers to affordable and fair housing.

**Objective 2:** Improve access to permanent, affordable rental housing throughout the City with appropriate supportive services by low-income households and assist rental households in maintaining their rental status.

- Strategy 1: Continue to fund the removal of physical and architectural barriers in existing rental housing.

Activity: Continue to fund the Barrier Removal Program.

**Objective 3:** Increase opportunities for homeownership by those households who make 30 to 80 percent of the median income throughout the City.

- Strategy 1: Partner with enforcement agencies, fair housing advocates, and lenders to curb predatory lending practices through enacting appropriate legislation and/or providing continuing education.

- Strategy 2: Work with enforcement agencies, REALTORS®, and lenders to assist in implementing a voluntary self-testing program to identify and correct discriminatory lending practices and policies that disparately impact protected classes in the homebuying process.

- Strategy 3: Explore and implement innovative means to increase opportunities for immigrants, refugees, persons who are racial and or/ethnic minorities, and other underserved persons to be homebuyers.

- Strategy 4: Continue to fund the removal of physical and architectural barriers in existing owner-occupied housing.

Activity: Continue to fund the Barrier Removal Program.

**Objective 4:** Improve and expand the collection and sharing of fair housing and affordable housing information across public and private entities, among housing industry entities, and within the public realm to improve understanding of fair housing laws, encourage reporting of violations, address existing and future housing needs, facilitate implementation of best practices, and reduce discrimination.

- Strategy 1: Provide continuing education programs targeted toward housing industry professionals, city staff, special needs subpopulations, clients, and the general public.

Activity: Continue to hold an annual fair housing conference, tailoring the program to meet the informational needs of different segments/sectors of the housing industry.

Activity: Continue to hold additional informational sessions to improve understanding of needs of persons with disabilities, persons of other cultural and religious backgrounds, and persons who speak languages other than or in addition to English.

Strategy 2: Continue to participate on boards and committees of local organizations (public, private, and nonprofit) to share fair housing information.

Strategy 3: Encourage providers of affordable housing and special needs housing to work with neighborhood associations before and during the process of obtaining permits.

Strategy 4: Establish baseline data of existing fair housing indicators (i.e., Home Mortgage Disclosure Act, housing conditions) that can be updated on an annual basis as part of monitoring and evaluation by partnering with organizations that can assist in research and analysis.

Activity: Partner with the University of Nebraska - Lincoln, Public Policy Center to develop a HMDA (Home Mortgage Disclosure Act) database and run an analysis of data.

Strategy 5: Provide "best practices" examples and design standards as models of affordable housing and special needs housing redevelopment projects.

Strategy 6: Continue to work with the media to provide positive examples of households in protected classes and their affordable housing experiences and "best practices" examples of affordable housing programs and developments.

**Objective 5:** Monitor, evaluate, and update fair housing plans (on an as-needed and annual basis as part of the Consolidated Annual Performance Evaluation Report (CAPER)), policies, and programs to ensure that the City is affirmatively furthering fair housing as required by HUD.

Strategy 1: Comply with HUD fair housing requirements by maintaining substantial equivalency and monitoring program compliance.

Activity: Work with the Lincoln Commission on Human Rights to monitor compliance of Title 11 of the Lincoln Municipal Code with Federal Fair Housing Law.

Activity: Monitor compliance with affirmative fair housing market requirements by subrecipients and borrowers.

Activity: Monitor projects using Federal funds to ensure Section 504 regulations are met in new construction and substantial rehabilitation of residential units.



- Strategy 2: Maintain the Urban Development Equal Access Committee and/or use other committees for annual monitoring of progress toward making amendments to the Fair Housing Plan.
- Strategy 3: Continue to implement and update the "Minority Marketing Plan" for Urban Development Department programs.
- Strategy 4: Develop a set of performance indicators that may be monitored annually and reviewed by the Equal Access Committee.

***Goal 5 - Strengthen or Establish Public Policy and Institutions to Support Affordable Housing: Strengthen or establish policies, procedures, and institutions that support and maintain the quality, affordability, and availability of housing for low-income households and preserve and enhance the quality of life in older neighborhoods.***

**Objective 1:** Remove regulatory barriers to affordable housing.

- Strategy 1: Develop and implement guidelines for review of new ordinances, other regulations, plans (including the Comprehensive Plan amendments, redevelopment plans, and focus areas plans), and housing development and subdivision plans to determine if they meet the affordable and fair housing test.
- Strategy 2: Conduct a review of existing zoning ordinances, the Comprehensive Plan, and other regulations to identify and develop procedures for removing regulatory barriers to affordable and fair housing.

**Objective 2:** Improve understanding of housing needs and gaps, and information sharing about needs and gaps among institutions.

- Strategy 1: Develop a system for monitoring housing requests/needs across institutions.

Activity: Develop and implement the BRIDGE Program. Educate Urban Development staff about other agencies, improve Urban Development's referral network and provide clients and potential clients with information and technical assistance to sustain and improve their household status.

- Strategy 2: Develop additional informational databases and sources alone or in partnership with other agencies or departments.

Activity: Conduct a housing conditions analysis of rental and owner housing.

Activity: Maintain a housing indicators database.

**Objective 3:** Maintain or increase the level of funding available for affordable housing activities in the City of Lincoln.

Strategy 1: Leverage other funding sources and/or affiliate with institutions that are eligible to tap into other funding sources.

Activity: Continue to apply for the Nebraska Affordable Housing Trust Fund as leverage for housing projects.

Activity: Continue to use City funds to develop housing in the Antelope Valley.

Activity: Continue to work with the Nebraska Investment Finance Authority (NIFA) on Super-Target funds.

Activity: Continue to work with developers applying for Low-Income Housing Tax Credits through NIFA.

2. Resources that are reasonably expected to be available to address identified needs include the following:

- The State of Nebraska Department of Economic Development will continue to have the Nebraska Investment Affordable Housing Trust Fund available to the City of Lincoln. This fund will be used to address gap financing for a low-income rental or a special needs housing project. Also, it is available for downpayment assistance for moderate-income homebuyers.
- The Nebraska Investment Finance Authority (NIFA) will continue to be a source for low-income housing tax credit projects.
- Social service, non-profit organizations are expected to continue to supply most of the resources for housing projects through donations or private lenders with Federal funds filling the gap.
- The private sector lenders will continue to be the first mortgage source for the affordable homeownership programs with the Federal HOME funds as downpayment assistance.
- The City of Lincoln General Funds will be used in the Antelope Valley Project area which is also part of the City's Neighborhood Revitalization Strategy Area (NRSA).
- The Federal entitlement funds in the form CDBG and HOME will be used in conjunction with the above-mentioned resources, leveraged and/or to finance projects in the plan.

## **Needs of Public Housing (91.210 (b))**

In cooperation with the public housing agency or agencies located within its boundaries, describe the needs of public housing, including the number of public housing units in the jurisdiction, the physical condition of such units, the restoration and revitalization needs of public housing projects within the jurisdiction, and other factors, including the number of families on public housing and tenant-based waiting

lists and results from the Section 504 needs assessment of public housing projects located within its boundaries (i.e. assessment of needs of tenants and applicants on waiting list for accessible units as required by 24 CFR 8.25). The public housing agency and jurisdiction can use the optional Priority Public Housing Needs Table (formerly Table 4) of the Consolidated Plan to identify priority public housing needs to assist in this process.

#### **3-5 Year Strategic Plan Needs of Public Housing response:**

The City of Lincoln Housing Authority (LHA) has 320 public housing units. Mahoney Manor is the largest public housing project with 120 units for the elderly and disabled. The remaining 200 public housing units are scattered site single-family and duplex units located throughout the City of Lincoln. The physical condition of the current units is good. However, federal funding for public housing operation and capital improvement funds have been cut to the point of jeopardizing the future condition of the units and the Housing Authority's ability to maintain the units in an exemplary manner. The Lincoln Housing Authority has achieved High Performer status every year since 1993. Based on their FY 2005-2009 Annual and Five-Year Public Housing Authority (PHA) Plan, as of September 30, 2004, a total of 354 families were on their public housing waiting list for 320 units. For the Section 8 Housing Choice Voucher program, a total of 2,245 were on the voucher waiting list. The Lincoln Housing Authority has been authorized for 2,864 vouchers by HUD. However, due to funding cuts, the Lincoln Housing Authority only has sufficient funds to fund only 2,700 vouchers. Future cuts threaten the Lincoln Housing Authority's ability to support 2,700 vouchers.

#### **Public Housing Strategy (91.210)**

1. Describe the public housing agency's strategy to serve the needs of extremely low-income, low-income, and moderate-income families residing in the jurisdiction served by the public housing agency (including families on the public housing and section 8 tenant-based waiting list), the public housing agency's strategy for addressing the revitalization and restoration needs of public housing projects within the jurisdiction and improving the management and operation of such public housing, and the public housing agency's strategy for improving the living environment of extremely low-income, low-income, and moderate families residing in public housing.
2. Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake to encourage public housing residents to become more involved in management and participate in homeownership. (NAHA Sec. 105 (b)(11) and (91.215 (k))
3. If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation. (NAHA Sec. 105 (g))

#### **3-5 Year Strategic Plan Public Housing Strategy response:**

1. The Lincoln Housing Authority (LHA) is finding it extremely difficult to serve the needs of Lincoln's extremely low-income, low-income, and moderate-income families. Continued federal funding cuts have resulted in actual loss of Section 8

vouchers available to serve Lincoln's lower-income population. This particular population is growing as Lincoln's general population base continues to grow. The average cost per unit of subsidy for each Section 8 voucher has continued to rise from \$353 per unit in April 2004 to \$368 per unit in February 2005. The increased cost is due primarily to serving more, larger families than elderly/small families and a decline in the income of households assisted. When combined with the federal funding cuts, the number of families the LHA will be able to assist will continue to decline.

For FY 2006, federal funds for public housing operations, management, and capital improvements are anticipated to be cut by 20 percent. The Lincoln Housing Authority's public housing program for 2004 was operating financially in the negative and having to rely on reserves to cover the shortfall in anticipated federal funds. A federal study on public housing operational costs, conducted by Harvard University, found that many public housing agencies were not receiving the funds needed to appropriately carry-out HUD'S operational demands for public housing. The Lincoln Housing Authority would be one of the public housing agencies that is identified for the allocation of additional federal funds. However, due to HUD funding limitations, HUD will not be substantially increasing their public housing subsidy. The Lincoln Housing Authority continues to efficiently operate and make needed improvements on a priority basis. Its current public housing stock is in good condition with a very low vacancy rate.

2. Public housing residents are encouraged to participate in the Lincoln Housing Authority Resident Advisory Board for review of the LHA policies, strategy, and preparation of the Annual and Five-Year Plans of operation. Additionally, as a means of encouraging homeownership among public housing residents, the Lincoln Housing Authority operates two homeownership programs. The Lincoln Housing Authority has a downpayment deferred loan program to assist with up to \$3,750 in downpayment costs for homeownership for eligible tenants. Additionally, the LHA sells "at cost" a newly constructed home built in partnership with the Northeast High School Construction Program. The Northeast High School homeownership program is a lease/purchase program allowing a tenant to build equity by "leasing" the unit for a five-year period before securing permanent financing.

3. The Lincoln Housing Authority is not designated as "troubled".

### **Barriers to Affordable Housing (91.210 (e) and 91.215 (f))**

1. Explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, particularly those of the local jurisdiction. Such policies include tax policy affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment.
2. Describe the strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information required under this part, as determined by HUD, the unit of general local government may submit that assessment to HUD and it shall be considered to have complied with this requirement.

3-5 Year Strategic Plan Barriers to Affordable Housing response:

1. The cost of housing or incentives to develop, maintain or improve affordable housing is affected by policies and other issues such as the following:

- Zoning, subdivision regulations, and building codes can hamper the development of new affordable housing, rehabilitation of existing affordable housing, and creation of housing for special populations. New affordable housing development could be hindered by requiring large minimum lot sizes in newly developing areas of Lincoln. However, Planned Unit Developments and other more flexible regulations permitted by the City may allow affordable housing developers to include affordable housing in their plans.
- The rehabilitation of existing structures for affordable housing can also be hindered by existing building codes. The City does not have a rehabilitation sub-code, which would allow for more flexibility in the rehabilitation of existing structures. Those who wish to rehabilitate the upper floors of commercial buildings, deconvert converted single-family homes, and reuse industrial or other building types may find the cost of meeting codes for new structures cost prohibitive.
- Property taxes may discourage the rehabilitation of existing housing and maintenance of housing. Property assessments that occur as a result of rehabilitation increases annual owner costs.
- Local incentives to develop and preserve affordable housing are mostly limited to financial incentives provided through federal sources (directly or indirectly through the state and local government, private, and non-profit entities). The City does not provide local tax breaks for affordable housing (i.e., tax abatement). The money the City does contribute toward affordable housing is federal (i.e. CDBG, HOME, ESG, and ADDI) and insufficient in addressing existing needs.
- The City also does not require developers to construct or preserve affordable housing (i.e. set-asides) as part of their plans. For example, tearing down low-income housing to build higher income housing in older areas can displace households and reduce their affordable housing options. The lack of both a carrot and stick approach to developing and preserving affordable housing could contribute to the existing supply problem.
- The City has received complaints that the development and approval process, including project design, building permit, and subdivision review, is slow and therefore increases the cost of new housing developments. However, City departments are working with local developers to streamline this process and reduce administrative burden.
- Service providers, both public and private, find that federal regulations and programs are difficult to work with at times. Strict federal program requirements addressing specific local needs can be difficult. Lead-based paint abatement requirements are an unfunded mandate that adds to the cost of rehabilitation projects; and, therefore, makes some projects unfeasible. Environmental regulations can also add to the cost of developing affordable housing.

- Loan officers, REALTORS®, and others that assist clients in the homebuying process have expressed concern with being able to keep current with local and federal program changes. In their view these changes are not communicated with regularity and, at times, are not clear. Additionally, those in the private sector that do not frequently work with federal or local programs feel that they have difficulty keeping informed.

2. Strategies to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing including the following:

- The City offers impact fee waivers to low-income households who purchase new housing.
- The City is working with local developers on ways to reduce the length of the development process.
- The Urban Development Department and NeighborWorks®Lincoln have policies to help finance the rehabilitation of owner-occupied and investor-owned units in the Neighborhood Revitalization Strategy Area (NRSA) and the Low- to Moderate-Income (LMI) area that help to remove or ameliorate the negative effects that some public policies may have on affordable housing.

## HOMELESS

### Homeless Needs (91.205 (b) and 91.215 (c))

\*Please also refer to the Homeless Needs Table in the Needs.xls workbook

Homeless Needs— The jurisdiction must provide a concise summary of the nature and extent of homelessness in the jurisdiction, (including rural homelessness where applicable), addressing separately the need for facilities and services for homeless persons and homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with Table 1A. The summary must include the characteristics and needs of low-income individuals and children, (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered. In addition, to the extent information is available, the plan must include a description of the nature and extent of homelessness by racial and ethnic group. A quantitative analysis is not required. If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates.

#### 3-5 Year Strategic Plan Homeless Needs response:

##### **Determining the need for facilities and services for homeless persons.**

The City of Lincoln uses various tools to determine the nature and extent of homelessness in the community. Central to these efforts are the annual “Point-in-Time” counts, and a homeless services and shelter needs analysis that occurs as part of Lincoln’s Supportive Housing Program grant application for HUD, which is completed each spring.



Lincoln's most recent "Point-in-Time" count was conducted on January 26<sup>th</sup>, 2005. The count indicated that there are 1,455 homeless persons in the Lincoln area, including 558 families with children, and 897 individuals. The chronic homeless population was identified as 158 individuals.

Results of the January 26<sup>th</sup>, 2005 count are included in the "Strategic Plan Additional Files" folder. The data from this count indicates the need for facilities and services for homeless persons and homeless families with children, both sheltered and unsheltered.

The implementation of a Homeless Management Information System (HMIS) at 11 agencies, including 17 separate homeless programs, provides insight into the nature and extent of homelessness by racial and ethnic group. After one year of data entry in Lincoln's HMIS (March 2004 – March 2005), the community has entered 2,513 unique client records. There are currently 113 duplicate clients in the system. It must be noted that not all agencies or people receiving homeless assistance are included in the system at this time. Perhaps the key omission is data from two of Lincoln's primary emergency shelter providers – the People's City Mission and Friendship Home. None the less, the data provided by the 11 agencies involved as of April 2005, represents a majority of homeless services in the community and provide the best indication of the demographic information of Lincoln's homeless and near homeless populations. The following are the demographics of those clients:

**Gender**

Female	1,402
Male	1,169
Null/Not entered/No response	113

**Race**

White	1,699
Black	370
Other	144
American Indian	111
Black/African American & White	89
Other Multi-Racial	46
American Indian/Alaskan Native & White	22
Asian	16
American Indian/Alaskan Native & White	12
Pacific Islander	5
Asian & White	4
Alaskan Native	1
Native Hawaiian	1
Null/Not entered/No response	117

**Ethnicity**

Other:	1,232
Hispanic/Latino	249
Null/Not entered/No response	1,156

**Marital Status**

Single	512
Married	276

Divorced	185
Separated	85
Widowed	24
Null/Not entered/No response	1,555

### **Homeless Clients**

Yes	1,173
No	567
Null/Not entered/No response	897

A review of the data from the “Point-in-Time” count, and a needs assessment based on other survey data, waiting list information, and information from HMIS, resulted in the identification of the following needs:

### **Individuals – Facility Needs**

Emergency Shelters	227 bed gap
Transitional Shelters	187 bed gap
Permanent Supportive Housing	145 bed gap

The number of individuals counted “on the street” increased by 39 percent from the 2004 count. In addition, demand for individual transitional shelter beds that include supportive services hit an all-time high, with waiting lists running from three to six months.

**Determining the need for facilities for homeless families with children, both sheltered and unsheltered.**

### **Families – Facility Needs**

Emergency Shelters	48 bed gap
Transitional Shelters	74 bed gap
Permanent Supportive Housing	25 bed gap

The number of unsheltered families with children increased 56 percent compared to the data from 2004. In addition, the number of youth accessing services was up 28 percent.

### **Homeless subpopulations.**

Please see the “Point-in-Time Chart” and the “Point-in-Time Count Summary” in the “Strategic Plan Additional Files” folder.

Complete and implement Lincoln’s 10-Year Plan to End Chronic Homelessness.

### **“Point-in-Time Count” – January 26, 2005**

Total Homeless/Supportive Services Count	2,858
Total Shelter, Transitional Housing and Street Count	1,455
Total Supportive Services Count	1,403

### **Priority Homeless Needs**

1. Using the results of the Continuum of Care planning process, identify the jurisdiction's homeless and homeless prevention priorities specified in Table 1A, the Homeless and Special Needs Populations Chart. The description of the

jurisdiction's choice of priority needs and allocation priorities must be based on reliable data meeting HUD standards and should reflect the required consultation with homeless assistance providers, homeless persons, and other concerned citizens regarding the needs of homeless families with children and individuals. The jurisdiction must provide an analysis of how the needs of each category of residents provided the basis for determining the relative priority of each priority homeless need category. A separate brief narrative should be directed to addressing gaps in services and housing for the sheltered and unsheltered chronic homeless.

2. A community should give a high priority to chronically homeless persons, where the jurisdiction identifies sheltered and unsheltered chronic homeless persons in its Homeless Needs Table - Homeless Populations and Subpopulations.

### 3-5 Year Strategic Plan Priority Homeless Needs response:

1. **Lincoln's homeless and homeless prevention priorities.** Lincoln analyzed each category of service (emergency shelter, transitional housing, permanent supportive housing) by reviewing data from the "Point-in-Time" count and performing a needs assessment based on other survey data, waiting list information, information from the HMIS, and the Homeless and Special Needs Populations Chart identified the following goals and gaps in services:

**Goal 1. Emergency Shelter Housing & Supportive Services.** Sustain the availability of emergency housing and maintain support services for homeless individuals and families.

**Goal 2. Transitional Housing & Supportive Services.** Sustain the availability of transitional housing and maintain support services for homeless individuals and families.

**Gaps in Services.** The information listed below was produced by comparing the current inventory of beds available in the community, against data from waiting lists, information from data collected from the HMIS system, and the "Point-in-Time" count to determine unmet needs.

#### Services for Homeless Individuals:

	Current Inventory	Unmet Need/Gap
Emergency Shelter Beds	175	227
Transitional Housing Beds	308	187
Permanent Supportive Housing	0	145

#### Services for Persons in Families with Children:

	Current Inventory	Unmet Need/Gap
Emergency Shelter Beds	157	48
Transitional Housing Beds	317	74
Permanent Supportive Housing	0	25

2. **Chronically Homeless.** As previously mentioned, the chronic homeless population was identified as 145 individuals. Working to meet the needs of the chronically homeless and to reduce the number of chronically homeless in the community is a high priority.

In 2003, the Homeless Coalition: Lincoln's Continuum of Care began the process of assessing, planning, and developing Goals and Action Steps to end chronic homelessness by 2012. This plan included action steps in three basic categories: 1) Data, 2) Permanent Supportive Housing, and 3) Optimizing the Current Delivery System. The City continues to build and refine a community strategy to end chronic homelessness through the efforts of the Ending Chronic Homelessness Task Force, which is currently working on a community plan to be published by the end of 2005.

The development of a plan to end chronic homelessness at the City level includes coordination with planning efforts already completed at the State level. In the fall of 2003, the Nebraska Commission on Housing and Homelessness invited a group of stakeholders from across the State (including several Homeless Coalition: Lincoln's Continuum of Care members) to attend a HUD Policy Academy on developing a statewide plan to end chronic homelessness. The State Plan was completed and published in 2004. The work undertaken by the City of Lincoln will closely mirror the State Plan. In addition, the participation of Urban Development staff in both the local and state-wide homeless initiatives ensures that proper coordination takes place between the Homeless Coalition: Lincoln's Continuum of Care, the Consolidated Plan, and other pertinent strategies and plans to address chronic homelessness.

### **Homeless Inventory (91.210 (c))**

The jurisdiction shall provide a concise summary of the existing facilities and services (including a brief inventory) that assist homeless persons and families with children and subpopulations identified in Table 1A. These include outreach and assessment, emergency shelters and services, transitional housing, permanent supportive housing, access to permanent housing, and activities to prevent low-income individuals and families with children (especially extremely low-income) from becoming homeless. The jurisdiction can use the optional Continuum of Care Housing Activity Chart and Service Activity Chart to meet this requirement.

#### **3-5 Year Strategic Plan Homeless Inventory response:**

### **Homeless Inventory (91.210 (c))**

See "Lincoln's Emergency Shelter, Transitional Housing, and Permanent Supportive Housing Inventory Charts" from the 2005 Supportive Housing Program application located in the "Strategic Plan Additional Files" folder.

### **Homeless Strategic Plan (91.215 (c))**

1. Homelessness— Describe the jurisdiction's strategy for developing a system to address homelessness and the priority needs of homeless persons and families (including the subpopulations identified in the needs section). The jurisdiction's strategy must consider the housing and supportive services needed in each stage of the process which includes preventing homelessness, outreach/assessment, emergency shelters and services, transitional housing, and helping homeless persons (especially any persons that are chronically homeless) make the transition to permanent housing and independent living. The jurisdiction must also describe its strategy for helping extremely low- and low-income individuals

and families who are at imminent risk of becoming homeless.

2. Chronic homelessness—Describe the jurisdiction’s strategy for eliminating chronic homelessness by 2012. This should include the strategy for helping homeless persons make the transition to permanent housing and independent living. This strategy should, to the maximum extent feasible, be coordinated with the strategy presented Exhibit 1 of the Continuum of Care (CoC) application and any other strategy or plan to eliminate chronic homelessness. Also describe, in a narrative, relationships and efforts to coordinate the Conplan, the CoC, and any other strategy or plan to address chronic homelessness.
3. Homelessness Prevention—Describe the jurisdiction’s strategy to help prevent homelessness for individuals and families with children who are at imminent risk of becoming homeless.
4. Institutional Structure—Briefly describe the institutional structure, including private industry, non-profit organizations, and public institutions, through which the jurisdiction will carry out its homelessness strategy.
5. Discharge Coordination Policy—Every jurisdiction receiving McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds must develop and implement a Discharge Coordination Policy, to the maximum extent practicable. Such a policy should include “policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent such discharge from immediately resulting in homelessness for such persons.” The jurisdiction should describe its planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how the community will move toward such a policy.

#### 3-5 Year Homeless Strategic Plan response:

**1. Homelessness.** The City of Lincoln’s Urban Development Department serves as the lead entity for the Homeless Coalition: Lincoln’s Continuum of Care, which is the organization that has been created to provide a system to address homelessness and the priority needs of homeless persons and families. The Homeless Coalition: Lincoln’s Continuum of Care is comprised of more than two dozen homeless service providers, as well as representatives from local businesses, the Lincoln City Council, the Lincoln Police Department, the State Health and Human Services Department, and the faith-based community.

The Homeless Coalition: Lincoln’s Continuum of Care is led by an executive committee comprised of a chair, co-chair, immediate past chair, recorder, and a representative of the Urban Development Department staff. The executive committee is nominated and elected by Homeless Coalition: Lincoln’s Continuum of Care members on an annual basis. As part of the executive committee, Urban Development staff work with the Homeless Coalition: Lincoln’s Continuum of Care to set the monthly agenda and assist in facilitating meetings. Urban Development staff also serves as the recorder, keeps meeting minutes, tabulates the “Point-in-Time” count information, and distributes “Peer Support Survey” information. Participation by Urban Development assures integration of the Homeless Coalition: Lincoln’s Continuum of Care into the City’s Consolidated Plan. The Homeless Coalition:

Lincoln Continuum of Care benefits from the strong working relationships that exist between the Urban Development Department and all member agencies.

The Homeless Coalition: Lincoln's Continuum of Care meets monthly to assess the adequacy of current services in the continuum, coordinate community-wide efforts to serve special needs populations, identify service gaps, prioritize needs, and create strategies to leverage resources in the community. The Homeless Coalition: Lincoln's Continuum of Care recognizes the importance of being pro-active in educating and informing Lincoln about its homeless population situation and being future-oriented in planning efforts. In addition, the Homeless Coalition: Lincoln's Continuum of Care provides technical assistance to provider agencies to develop project proposals for the consolidated application process and ranks these proposals based upon community gaps and needs.

To allow for a comprehensive planning process and to demonstrate that one well-coordinated process is in place, the Homeless Coalition: Lincoln's Continuum of Care gathers information from a number of collaborative sources and partners with a variety of community coalitions and groups. It is important to note that homeless persons contribute insight and opinions to the Homeless Coalition: Lincoln's Continuum of Care, as meetings routinely feature input and information from homeless individuals.

Strategies for meeting homeless needs are structured by considering housing and supportive services needed along a "continuum" of homelessness – from outreach efforts to those living on the streets at one end of the spectrum, through emergency shelter, then transitional housing, and ultimately to permanent housing and independent living at the other end.

Lincoln's overall strategy or vision to combat homelessness is to develop and sustain a coordinated, comprehensive, community-based system which can respond to various needs of homeless and near homeless individuals and families and to move them to safe, decent, affordable, permanent housing and self-sufficiency. Lincoln's vision strives for the full development of quality services in each component of the Continuum of Care. Components for combating homeless are listed below.

- Outreach to homeless populations
- Adequate emergency shelter facilities
- Effective transitional housing services and support
- Supportive services
- Sustainable permanent housing with supportive services
- Permanent housing

A strong homeless prevention component is integral to Lincoln's vision since it is far easier and more cost efficient to assist people before they become homeless. Case data from Lincoln Action Program's "Supportive Housing Program" and "Homeless Prevention Program" indicate that the average case payment needed to prevent homelessness (eviction) is \$400. However, once a family becomes homeless, it costs an average of \$1,480 to "re-house" them.

Because of these facts, a key component of Lincoln's strategy includes Goal 5 (listed below) which calls for the improvement of outreach efforts, life skills training, and increased funds available for emergency assistance programs.



### **Emergency Shelter, Transitional Housing, & Supportive Services Strategies**

- Goal 1:** Sustain and improve services at all levels for homeless families and individuals.
- Goal 2:** Strengthen and/or establish mechanisms, procedures, and institutions that improve and maintain the efficiency of services to homeless and near homeless populations.
- Goal 3:** Increase public awareness and understanding of homelessness.
- Goal 4:** Participate in the completion of the human services planning and needs assessment through the Community Services Initiative.
- Goal 5:** Sustain and improve prevention efforts to individuals and families who are at-risk of becoming homeless.

**2. Chronic homelessness.** In 2003, the Homeless Coalition: Lincoln's Continuum of Care began the process of assessing, planning, and developing Goals and Action Steps to end chronic homelessness by 2012. This plan included action steps in three basic categories: 1) Data, 2) Prevention, and 3) Optimizing the Current Delivery System. The City continues to build and refine a community strategy to end chronic homelessness through the efforts of the Ending Chronic Homelessness Task Force, which is currently working on a community plan to be published by the end of 2005.

The development of a plan to end chronic homelessness at the City level includes coordination with planning efforts already completed at the State level. In the fall of 2003, the Nebraska Commission on Housing and Homelessness invited a group of stakeholders from across the State (including several Homeless Coalition: Lincoln's Continuum of Care members) to attend a HUD Policy Academy on developing a statewide plan to end chronic homelessness. The State Plan was completed and published in 2004. The work undertaken by the City of Lincoln will closely mirror the State Plan. In addition, the participation of Urban Development staff in both the local and state-wide homeless initiatives ensures that proper coordination takes place between the Homeless Coalition: Lincoln's Continuum of Care, the Consolidated Plan, and other pertinent strategies and plans to address chronic homelessness.

See Year 1: Homeless Supportive Housing Program (SHP) Application, page 9 in the "Strategic Plan Additional Files" folder.

### **Chronic Homeless Strategies**

- Goal 1:** Publish a 10 Year Plan to End Chronic Homelessness.
- Goal 2:** Implement HMIS at Emergency Shelters.
- Goal 3:** Establish an accurate baseline for Chronic Homeless Count.
- Goal 4:** Expand addiction and dual diagnosis services to the chronically homeless.

**Goal 5:** Increase affordable housing stock, including at least 60 units of permanent supportive housing over the coming decade for people.

**Goal 6:** End the practice of discharging people into homelessness from mental health hospitals and criminal justice facilities.

**3. Homeless Prevention.** The Homeless Coalition: Lincoln's Continuum of Care must improve efforts to prevent entry into homelessness. Several tools will be improved or created. The "Emergency Services Program" at Lincoln Action Program provides \$70,000 in utility vouchers to those at-risk of having services interrupted or disconnected. Programs will be designed to prevent eviction by developing an early warning system for customers at-risk of losing housing. Case management will provide mediation of landlord/tenant disputes and life skills training. Connection with other systems of care will ensure that individuals maintain housing by working with discharge planners at correctional, welfare, and medical systems. Programs designed to improve life skills among those housed families who are at-risk of homelessness will be improved.

These efforts are crucial in completing, the previously mentioned, Goal 5 of the Emergency Shelter, Transitional Housing, and Supportive Services Strategy which is as follows:

**Goal 5:** Sustain and improve prevention efforts to individuals and families who are at-risk of becoming homeless.

See Year 1: Homeless SHP Application, Other Homeless Goals Chart, page 11 in the "Strategic Plan Additional Files" folder.

4. As previously mentioned, the City of Lincoln's Urban Development Department serves as the lead agency for the Homeless Coalition: Lincoln's Continuum of Care which is the organization created to provide a system to address homelessness and the priority needs of homeless persons and families. The Homeless Coalition: Lincoln's Continuum of Care is comprised of more than two dozen homeless service providers, as well as representatives from local businesses, the Lincoln City Council, the Lincoln Police Department, the State Health and Human Services Department, and the faith-based community.

The Homeless Coalition: Lincoln's Continuum of Care is led by an executive committee, comprised of a chair, co-chair, immediate past chair, recorder, and a representative from the Urban Development staff. The executive committee is nominated and elected by Homeless Coalition: Lincoln's Continuum of Care members on an annual basis. As part of the executive committee, the Urban Development staff work with the Homeless Coalition: Lincoln's Continuum of Care to set monthly agendas and assist in facilitating meetings. Urban Development staff also serves as the recorder, keeps minutes, tabulates the "Point-in-Time" count information, and distributes "Peer Support Survey" information. Participation from Urban Development assures integration of the Homeless Coalition: Lincoln's Continuum of Care into the City's Consolidated Plan. The Homeless Coalition: Lincoln's Continuum of Care benefits from the strong working relationships that exist between the Urban Development Department and all member agencies.

The Homeless Coalition: Lincoln's Continuum of Care meets monthly to assess the adequacy of current services in the continuum, to coordinate community-wide efforts

to service special needs populations, identify service gaps, prioritize needs, and create strategies to leverage community resources. The Homeless Coalition: Lincoln's Continuum of Care recognizes the importance of being pro-active in educating and informing Lincoln about its homeless situation and being future oriented in planning efforts. In addition, the Homeless Coalition: Lincoln's Continuum of Care provides technical assistance to provider agencies to develop project proposals for the consolidated application process and ranks these proposals based upon community gaps and needs.

To allow for a comprehensive planning process and to demonstrate that one, well-coordinated process is in place, the Homeless Coalition: Lincoln's Continuum of Care gathers information from a number of collaborative sources and partners with a variety of community coalitions and groups. It is important to note that homeless persons contribute insight and opinions to the Homeless Coalition: Lincoln's Continuum of Care as meetings routinely feature input and information from homeless individuals.

See Year 1: Homeless Application, page 1 in the "Strategic Plan Additional Files" folder.

## **5. Discharge Coordination Policy**

**Development Discharge Policy.** The Homeless Coalition: Lincoln's Continuum of Care has begun the process of coordinating Discharge Planning policies to ensure that individuals that leave publicly funded institutions, i.e. correctional facilities, mental health hospitals, State Regional Centers, or other systems of care will not be discharged into homelessness. The Homeless Coalition: Lincoln's Continuum of Care addresses Discharge Planning with a two-pronged approach, 1) work at the local level through the Discharge Planning Committee and 2) coordinate local efforts with the overall state Discharge Plan as identified by the Nebraska Commission on Housing and Homelessness.

Extensive policies and procedures to ensure that discharge does not result in homelessness have already been developed at the State level and virtually all of the Homeless Coalition: Lincoln's Continuum of Care agencies currently operate under these guidelines.

However, in order to formally develop and coordinate plans, the Homeless Coalition: Lincoln's Continuum of Care has appointed a subcommittee that includes a wide variety of stakeholders involved in policy planning, including representatives from criminal justice, the Nebraska Department of Health and Human Services, social service agencies, health care providers, and local government officials. The Discharge Planning Committee meets monthly to develop and implement the goals listed below.

- Describe and define the goals of Discharge Planning.
- Describe and define how Discharge Planning flows from the Case Management process.
- Identify of the Core Interdisciplinary Team.
- Define of the roles and responsibilities of Core Team Members.

- Describe of the function of the broader Interdisciplinary Team.
- Identify of high-risk indicators for Discharge Planning.

In addition to the development of these goals at the local level, Homeless Coalition: Lincoln's Continuum of Care has adopted the following Discharge Planning strategies that have been created by the Policy Academy Team, a subcommittee of the Nebraska Commission on Housing and Homelessness.

- Strategy 1: Establish a mainstream services Task Force at the State level.
- Strategy 2: Inventory mainstream services and funding sources across the State.
- Strategy 3: Explore best practices.
- Strategy 4: Identify barriers and gaps in services for homeless persons.
- Strategy 5: Identify funding gaps and lack of coordination of services among existing resources for homeless persons.
- Strategy 6: Increase training and employment opportunities for people who are homeless and options for individuals who will not be employed.

## Emergency Shelter Grants (ESG)

(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.

3-5 Year Strategic Plan ESG response:

Not Applicable.

## COMMUNITY DEVELOPMENT

### Community Development (91.215 (e))

\*Please also refer to the Community Development Table in the Needs.xls workbook

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), – i.e., public facilities, public improvements, public services and economic development.
2. Describe the basis for assigning the priority given to each category of priority needs.
3. Identify any obstacles to meeting underserved needs.
4. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the

primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

NOTE: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction.

### 3-5 Year Strategic Plan Community Development response:

1. Priority non-housing community development needs include the following:
  - Safety in neighborhoods
  - General neighborhood conditions
  - Parks, trails, and recreation in the LMI area
  - Deteriorating infrastructure
  - Land use conflicts
  - Improved social service delivery system
  - Deteriorating facilities that house social service providers
  - Support for neighborhood associations
  - Construction of Antelope Valley projects
  - Commercial redevelopment and improvements to commercial buildings in LMI neighborhoods, including Downtown
  - Full-time quality jobs available to low- and moderate-income people
2. Needs were identified by a comprehensive analysis of all data collected including: information gained from the public involvement process, census data trend analysis of key indicators, interviews with various community organizations and agencies, and information gained from working on the Community Development Table in the Needs.xls workbook. All of the needs identified through this analysis were discussed by the Community Development Task Force Community Revitalization Committee. The Committee determined that all the needs are a high priority and should be addressed in the Strategic Plan.
3. The primary obstacle is lack of funds. The City of Lincoln is facing a particularly difficult budget year. This, combined with the cut in CDBG this year and potential elimination of CDBG as proposed in the President's FY 06 budget, has created an environment of uncertainty. The decrease in funds available for the first year of the Strategic Plan, FY 05, have already caused non-housing community development activities to be drastically curtailed.
4. The "Community Development Table" included as part of the CPMP tool did not meet Urban Development's needs for listing goals, determining the time period, and the numeric goals that Urban Development hopes to achieve in quantitative terms. Consequently, an Urban Development "Community Development Needs" table was created and is included in the "Strategic Plan Additional Files" folder.

### **Introduction**

Community Development, in broad terms, encompasses all three of the major statutory goals set forth in Title I of the Housing and Community Development Act of 1974: providing decent housing, providing a suitable living environment, and expanding economic opportunities. Community Development covers a wide range of activities intended to improve the livability or the "quality of life" in Lincoln neighborhoods, therefore, it is a goal which encompasses almost all of the activities

outlined in this plan, including housing improvements, social service delivery, and economic development. This section, however, focuses on non-housing related improvements and changes that impact the physical environment and livability of the City's neighborhoods, as well as Economic Development and Community Services and Facilities. As such, this section of the Strategic Plan will first identify priority issues and then list objectives to address the issues beginning with Neighborhood Revitalization, followed by Economic Development, and concluding with Community Services and Facilities.

### **Neighborhood Revitalization Priority Issues**

In preparation of the 2000-2003 Consolidated Plan, neighborhood revitalization issues were identified through partnerships established with neighborhood associations, non-profits, business associations, the Problem Resolution Team (PRT), and Focus Area Concept Teams (FACT). During the preparation of the current Strategic Plan, these partnerships have continued and new partnerships have formed, all assisting in identifying priority issues for this Plan. Also of great assistance in identifying priority issues important to neighborhood revitalization was the public process that Urban Development conducted in preparation of this report. Each of the following issues is but one part of the whole that makes an above average quality of life standard important to all Lincoln residents:

1. Safety;
2. Emphasis in Focus/Target Areas and Neighborhood Conditions;
3. Parks;
4. Deteriorating Infrastructure;
5. Land Use Conflicts.

**1. Safety.** Written and oral data collected resoundingly identified the importance of more street and alley lighting. This priority issue was identified by both adults and children at a community-wide meeting. Community Development Task Force members added that a contributing factor to unsafe areas is overgrown brush and shrubs. Some Neighborhood Associations made special efforts to cut back trees, shrubs, and volunteer vegetation in certain areas of the neighborhood where unsafe conditions were present.

**Objective 1.** Work with Lincoln Electric System (LES) to identify lighting needs in LMI areas.

**Objective 2.** Support and assist Low/Moderate Income (LMI) neighborhood groups to complete annual clean-up of overgrown shrubs, trees, and bushes that pose safety problems.

**Objective 3.** Continue to support the "Free to Grow" team that addresses safety issues in selected LMI areas.

**Objective 4.** Continue to fund the Tree Management and the Demolition of Secondary Structures Programs. The Tree Management Program provides grants to low-income property owners and investors with low-income tenants for removal of dead and potentially dangerous branches or removal of dead trees. The Demolition of Secondary Structures Program provides grants to low-income people for the removal of substandard and dangerous buildings.



**2. Focus/Target Areas and Neighborhood Condition.** One successful program of the Urban Development Department is the Focus/Target Area program. This program was recognized by residents and identified as important to the quality of life standard they expect. In reality, most Quality of Life issues could at one time or another fall under the Focus Area umbrella. Since 1993, the Urban Development Department has been concentrating its limited resources in small areas of Lincoln's older neighborhoods.

The goal of this effort is to achieve a visible change in the short term that will encourage private dollars and enhance the physical environment. A team of City representatives from various departments meet regularly with neighborhood representatives in outlining the goals and strategies of the plan. Over the last several years, Urban Development has worked with several neighborhoods to develop Focus Area Plans and has begun project implementation with very positive results. Work will continue in these neighborhoods using the Focus Area Plans as a guide for the betterment of general neighborhood conditions.

A specific Focus Area Project underway is the South Street Streetscape. The Urban Development Department is partnering with the City Public Works Department on streetscape improvements and street resurfacing on South Street between 8<sup>th</sup> and 18<sup>th</sup> Streets. Urban Development has contracted with the Clark Enerson Partners for design and public participation. Design should be completed by December, 2005. Four low- to moderate-income neighborhoods abut this busy corridor.

Often, issues that grow out of working with neighborhoods in focus areas are also relevant to other, older neighborhoods. The reverse is also true: general issues pertaining to older neighborhoods are also applicable to focus areas. Therefore, this priority issue also encompasses the betterment of neighborhood conditions for all older neighborhoods.

**Objective 1.** Implement public improvement projects identified in Focus Area Plans for designated neighborhood revitalization areas located in LMI neighborhoods.

**Objective 2.** Continue work to identify new focus areas and work with neighborhood associations to develop Focus Area Plans.

**Objective 3.** Support creation of an ordinance prohibiting couches on porches.

**Objective 4.** Support efforts to make garbage collection mandatory.

**Objective 5.** Continue efforts to report housing code violations.

**Objective 6.** Monitor the effects of new student housing on the LMI neighborhoods.

**Objective 7.** Continue to fund the "Heart of Lincoln" Project. The Urban Development Department has designated NeighborWorks<sup>®</sup> Lincoln, as a Community-Based Development Organization (CBDO). NeighborWorks<sup>®</sup> Lincoln carries out a neighborhood revitalization initiative called the "Heart of Lincoln" Project. This Project promotes responsible homeownership, property improvement, and neighborhood pride in the oldest low- to moderate-income neighborhoods of Lincoln.

**3. Parks, Trails, and Recreation.** The Urban Development Department and the City Parks and Recreation Department have an excellent working relationship

dedicated to providing above average and safe recreational environments for Lincoln residents. Parks play multiple roles in the community. They provide formal and informal gathering places, protect natural resources, and provide recreational opportunities and trails to name just a few. Lincoln is proud of its extensive trail system that provides recreational opportunities and also serves commuter bicyclists. Not surprisingly, data collected indicated that to many people, parks are the best places to gather. The Parks and Recreation Department has identified 28 future park projects in the LMI area.

**Objective 1.** Continue Urban Development's work with neighborhood organizations and other City departments, particularly Parks and Recreation, to review proposed development and improvements of public park areas to ensure such facilities are developed and improved in manners that promote and protect neighborhood character.

**Objective 2.** Implement a funded program to assist park improvements in the LMI neighborhoods.

**4. Deteriorating Infrastructure.** Infrastructure in the City's older neighborhoods is deteriorating not only because of increased density, but because of the age of systems. The issue then becomes the cost for repair, maintenance, and eventually replacement, of these facilities. One of the biggest issues facing Lincoln is growth on the fringe and the need for infrastructure (streets, sewers, water, schools, parks, and libraries) in these new growth areas. Because of the limited funds available for capital improvements, there needs to be a balance between maintenance and replacement of aging infrastructure in the core of the City, and growth on the edge. The physical condition of infrastructure affects not only the quality of life in older neighborhoods, but the private actions of individuals reinvesting, or rather, not reinvesting, in these areas, i.e., "the City isn't reinvesting in the neighborhood, why should I?"

**Objective 1.** Work with the City Public Works Department to ensure infrastructure improvements are made, as needed, in the LMI neighborhoods.

**5. Land Use Conflicts.** Land use conflicts are numerous in the City's older neighborhoods. Commercial uses that were grandfathered in when the City's zoning ordinance change are located in residential areas. Added to that are the deteriorating conditions of many of these businesses and no screening requirements, resulting in a serious blighting influence in older neighborhoods. Conflicts are created when multiple units are built or existing single family homes are converted to multiple units. Land use conflicts are also an issue in areas with B-3 zoning. This zoning district was created specifically to permit older neighborhood commercial districts. Screening requirements are virtually non-existent yet businesses frequently abut residential areas. The result has been not only a decline in the commercial districts, but also in the adjacent neighborhoods.

The predominance of flood plains in the core of the City creates an especially difficult environment for development and redevelopment. Salt Creek, Antelope Valley, and Dead Man's Run all affect redevelopment opportunities in older neighborhoods. Development costs are higher because of the cost for fill. New development built up out of the flood plain often is not in keeping with the scale of existing development and destroys the character of the neighborhood. Building in the flood plain also negatively impacts existing homes and businesses due to increased run-off. This is

an issue not only when the development occurs in the neighborhoods, but also because of new development upstream that causes increased run-off down stream where older neighborhoods are in the flood plain.

Many of Lincoln's neighborhoods are plagued with problems created by unplanned high density. Over the years, changes in zoning resulted in single family homes being replaced with slip-in apartment buildings or the conversion of single family homes to multiple dwelling units. The result has been an unplanned increase in density that has created a host of problems including the following:

- Parking - Lack of on-site parking has resulted in streets literally lined with cars making it difficult for City buses, as well as emergency vehicles to maneuver along residential streets. Street cleaners and snow plows cannot clean streets and there is an overall shortage of parking.
- Crime and security - More targets for crime in a condensed area and a larger victim pool have been created, in addition to overcrowding conditions that breed crime. In conjunction with the overall deterioration of these areas, there has been increased crime.
- Inadequate infrastructure –This applies particularly to sewer and water systems that were built to accommodate single family homes. The increased density taxes these systems and is inadequate for the existing, unplanned, and increased density. Yet because density increases are incremental, one multiple unit here and there, there is no way to know when these systems will reach their breaking point. Other infrastructure issues are created by more people and cars using residential sidewalks and streets. The sheer increase in population density creates greater use of these facilities which in turn creates increased and again, unplanned, maintenance costs.

In the spring of 2000, 14 older neighborhoods created a coalition to address the cause of unplanned increased density. They proposed a change to the City's zoning ordinance called the "Neighborhood Character Preservation Initiative".

There are three major components to the initiative:

1. Increasing open space requirements for new residential construction;
2. Elimination of the large lot bonus (the zoning code had encouraged developers to buy up single lots to assemble "superlots" and rewarded the developers of these large lots by allowing a higher density apartment to be built than would normally be allowed had the lots not been assembled); and
3. Neighborhood Design Standards that encourages rehabilitation of existing houses while allowing new construction that is compatible with the surrounding residential buildings. The standards prohibit slip-in apartments by requiring windows and entrances be oriented towards the street, require height and rooflines consistent with those in the neighborhood, and require parking in the rear.

The Lincoln Lancaster Planning Commission and the Lincoln City Council both unanimously approved the Neighborhood Character Preservation Initiative. While some individuals felt it did not go far enough, in that it does not correct existing problems, it does stop future density from continuing at the rate it does today and

ensures compatible redevelopment. Since 2000, the “Neighborhood Design Standards” have been expanded to include all zoning districts. In addition, the design standards were amended in 2004 to clarify and to modify provisions relating to porches, principal façades, garages, driveways, and other standards.

**Objective 1.** Support strategies for flood plain management of Salt Creek, Antelope Valley, and Dead Man’s Run.

**Objective 2.** Explore options to address parking concerns in the LMI neighborhoods.

**Objective 3.** Support revisions to commercial zoning districts in LMI neighborhoods (typically B-1 & B-3) that promote and protect neighborhood character, specifically screening, lighting, signage, set backs, noise, and permitted uses.

**Objective 4.** Support a commercial quality of life ordinance.

**Objective 5.** Explore incentives to reducing residential density in older neighborhoods, including tax incentives to deconvert multiple unit dwellings and increase homeownership and private investment.

### **Economic Development Priority Issues**

Economic Development Priority Issues are centered around three areas: 1) Business Development and the need for quality jobs that are available to low-income people, 2) Commercial Redevelopment and the need to improve commercial areas located in low- and moderate-income neighborhoods, and 3) Workforce Development and the need to connect employed and underemployed people with the labor force demands of the private sector. Each is discussed below.

**1. Business Development.** Increase the number of new private sector jobs that are: 1) quality full-time permanent positions and 2) are available to low- and moderate-income persons.

**Objective 1.** Provide direct financial assistance to “primary employers” that will create and/or retain quality jobs which pay a living wage for low- and moderate-income residents.

**Objective 2.** Increase the City’s overall economic development capacity by working with partnering agencies and organizations.

**Objective 3.** Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.

**2. Commercial Redevelopment.** Strengthen and maintain the viability of the City’s core neighborhoods through the enhancement and redevelopment of commercial areas located in low- to moderate-income and/or blighted areas.

**Objective 1.** Provide construction financing and design assistance for the rehabilitation of older commercial buildings located in blighted areas.

**Objective 2.** Provide financial and technical assistance to retail and service businesses located in low- and moderate-income neighborhoods which will provide needed goods and services to neighborhood residents.

**3. Workforce Development.** Connect unemployed and underemployed low- and moderate-income persons with the labor force demands of the private sector.

**Objective 1.** Increase job readiness and employability of low- and moderate-income persons, including youth.

### **Community Services Priority Issues.**

To address community service needs, the City of Lincoln and the Lancaster County Human Services Department have begun a new process called the Community Services Initiative (CSI). CSI is a community-wide planning effort designed to identify emerging issues and critical needs in the local health and human services delivery system. CSI is comprised of four primary coalitions: Family Violence, Behavioral Health, Early Childhood/Youth Development, and Basic and Emergency Needs/Self-Sufficiency. In addition, CSI draws upon existing and on-going housing analysis and concerns provided by the Urban Development Department and analysis on health issues and concerns provided by the City-County Health Department and "Healthy People 2010" Project.

Urban Development will meet community service goals by leading the CSI Basic and Emergency Needs/Self-Sufficiency coalition. Goals of CSI are as follows:

- Obtain additional funding to help meet basic and emergency needs and self-sufficiency goals.
- Provide a forum for basic and emergency needs and self-sufficiency providers.
- Coordinate efforts to meet basic and emergency needs, which in turn will improve efforts to assist individuals and families in reaching self-sufficiency.
- Develop a common vision that allows agencies and funders to assess issues from a broader community-wide level.
- Develop a social services and funding plan for basic and emergency needs and self-sufficiency that can serve as a guide for agencies and funders.
- Work together with other coalitions to provide an overall social marketing plan.

### **Community Facilities Priority Issues**

One of the biggest issues facing social service agency facilities is the condition of the existing facilities themselves. Significant facility improvements are expensive. If funding becomes available, the community facilities strategy will be to provide grants that can provide or assist substantial and meaningful facility improvement projects.

### **Antipoverty Strategy (91.215 (h))**

1. Describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families (as defined by the Office of Management and Budget and revised annually). In consultation with other appropriate public and private agencies, (i.e. TANF agency) state how the jurisdiction's goals, programs, and policies for producing and preserving affordable housing set forth in the housing component of the consolidated plan will be coordinated with other programs and



services for which the jurisdiction is responsible.

2. Identify the extent to which this strategy will reduce (or assist in reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control.

#### 3-5 Year Strategic Plan Antipoverty Strategy response:

1. Lincoln Action Program (LAP) is non-profit agency that has often been a leader in reducing poverty by working with families in moving them towards self-sufficiency. Using a self-sufficiency assessment tool called FAT, Family Assessment Tool, family strengths are assessed and, using case management, families are helped in getting what they need to achieve self-sufficiency. They receive assistance in areas such as housing, employment, education, and nutrition.

The approach is based on Maslow's Hierarchy of Needs coupled with an assessment of a family's strengths in the areas of employment, health linkages, education, housing, nutrition, emergency assistance, income, and self-sufficiency.

In working with these families, LAP has established a mechanism to meet basic and emergency needs in the short-term and engage families in the longer-term process to help them achieve self-sufficiency.

Other agencies provide case management targeted at special populations such as people with developmental disabilities or illness, or people with substance abuse problems. Examples of such agencies are, St. Monica's, Fresh Start, Catholic Social Services, Cedar's Youth Services, CenterPointe, and Vocational Rehabilitation.

Another anti-poverty strategy is the recently initiated Community Services Initiative (CSI) involving the City of Lincoln and the Human Services Federation. The overall purpose of CSI is to give the community direction in human services; to show how CSI work impacts the City of Lincoln and Lancaster County; and to ensure ongoing funding needs. Specifically, five broad goals have been identified:

1. To identify the emerging issues and critical needs in the Health and Human Services delivery system based on accurate data.
2. To develop plans to address those issues.
3. To recognize where Lincoln is compared to its economic sister cities.
4. To anticipate where the City might be three years from today in the Health and Human Services system.
5. To share knowledge and intentions with funders, consumers, and the general public.

CSI is administered by the Human Services Federation, a consortium of health and human services agencies in Lincoln and Lancaster County. In order to meet these goals, the Federation is working with the CSI Implementation Coalitions specializing in the following four areas: 1) Family Violence, 2) Behavioral Health, 3) Early Child and Youth Development, and 4) Basic and Emergency Needs/Self-Sufficiency. Urban Development staff is leading the Basic and Emergency Needs/Self-Sufficiency Coalition. This process involves several goals, primarily to:

1. Obtain additional funding to help meet basic and emergency needs and self-sufficiency goals.



2. Provide a forum for basic and emergency needs and self-sufficiency providers.
3. Coordinate efforts to meet basic and emergency needs, which in turn will improve efforts to assist individuals and families in reaching self-sufficiency.
4. Develop a common vision that allows agencies and funders to assess issues from a broader community-wide level.
5. Develop a social services and funding plan for basic and emergency needs and self-sufficiency that can serve as a guide for agencies and funders.
6. Work together with other coalitions to provide an overall social marketing plan.
7. Serve as advocates in educating the public and helping to shape effective policy relating to basic and emergency needs and self-sufficiency.

The first step is completion of a Plan that will include an inventory of existing services and a gaps analysis. Strategies will then be developed to fill the gaps.

Also, in keeping with the goals, programs, and policies outlined in the Housing Section of the Consolidated Plan, Urban Development works and coordinates with the agencies listed below in producing and preserving affordable housing stock:

- NeighborWorks®Lincoln through the Homebuyer Training Program, Troubled Property Program, and the First Home Program which assists with downpayment assistance.
- The Lincoln Housing Authority which administers the Security Deposit Program.
- The League of Human Dignity which operates the Barrier Removal Program.
- The Homeless Coalition: Lincoln's Continuum of Care which is an organization of homeless service providers, homeless individuals, and other community stakeholders. Organizational responsibilities include the development of Lincoln's annual Supportive Housing Program Grant, and agency peer review process, administering the "Point-in-Time" count, and strengthening collaboration and efficiency in services provided to the homeless.
- Community Development Resources of Lincoln is a community development financial institution (CFDI) that provides technical assistance and capital to small businesses and entrepreneurs.

2. The extent to which programs offered through NeighborWorks®Lincoln, the Lincoln Housing Authority, the League of Human Dignity, and the activities of the Homeless Coalition: Lincoln's Continuum of Care, and Community Development Resources reduces or assists in reducing the number of poverty-level families is difficult to quantify. Documentation does exist on the success of the LAP's efforts as evident in reports from independent evaluators, but as the population of Lincoln continues to grow, so does the number of people who need assistance.

CSI began in January 2005 so it is too soon to see measurable progress. However, CSI is intended to have a significant impact on reducing the number of poverty-level families by developing a comprehensive and coordinated social service delivery approach.

### **Low Income Housing Tax Credit (LIHTC) Coordination (91.315**

**(k))**

1. (States only) Describe the strategy to coordinate the Low-income Housing Tax Credit (LIHTC) with the development of housing that is affordable to low- and moderate-income families.

3-5 Year Strategic Plan LIHTC Coordination response:

Not Applicable.

## NON-HOMELESS SPECIAL NEEDS

### Specific Special Needs Objectives (91.215)

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

3-5 Year Non-homeless Special Needs Analysis response:

1. The priorities and specific objectives that Urban Development hopes to achieve over the next five years include the following:

**Goal: Create and Sustain Affordable Housing Opportunities for Special Needs Populations:** Support the ability of special needs populations (i.e., elderly, frail elderly, persons with disabilities, persons with alcohol or drug addiction, persons with HIV/AIDS) to live in permanent affordable housing situations.

**Objective 1:** Assist in maintaining the stock of rental and owner housing for special needs populations.

**Objective 2:** Assist in increasing the supply of rental and owner housing for special needs populations.

**Objective 3:** Enhance the provision of supportive housing services.

**Objective 4:** Remove regulatory barriers to housing for special needs populations.

In addition to providing an Affordable Housing Needs Analysis (AHNA), the Urban Development Department is providing key leadership for the CSI Project by chairing the Basic and Emergency Needs/Self-Sufficiency Coalition.

The CSI Project will provide a blueprint for how the community of Lincoln can best utilize limited public and private sector resources to help meet identified special needs.

2. The City will also partner with various special needs providers to maintain and expand the housing units available to this population through rehabilitation loans for

existing facilities and gap financing of new tax credit projects. The Nebraska Investment Finance Authority (NIFA) and the State Department of Economic Development (DED) are additional available resources for these projects.

## Non-homeless Special Needs (91.205 (d) and 91.210 (d)) Analysis (including HOPWA)

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Estimate, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive services, including the elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, and any other categories the jurisdiction may specify and describe their supportive housing needs. The jurisdiction can use the Non-Homeless Special Needs Table (formerly Table 1B) of their Consolidated Plan to help identify these needs.  
\*Note: HOPWA recipients must identify the size and characteristics of the population with HIV/AIDS and their families that will be served in the metropolitan area.
2. Identify the priority housing and supportive service needs of persons who are not homeless but require supportive housing, i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction by using the Non-homeless Special Needs Table.
3. Describe the basis for assigning the priority given to each category of priority needs.
4. Identify any obstacles to meeting underserved needs.
5. To the extent information is available, describe the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing.
6. If the jurisdiction plans to use HOME or other tenant based rental assistance to assist one or more of these subpopulations, it must justify the need for such assistance in the plan.

### 3-5 Year Non-homeless Special Needs Analysis response:

1. **Elderly Housing.** A total of 4,570 rental units are needed that support households with householders aged 62 and older. Of these rental units, 3,478 units are needed by low-income, elderly households.

Because almost 39 percent of persons 65 and older have some type of disability (i.e., physical, mental, sensory, self-care) and five percent of persons 65 and older with a disability are institutionalized, an estimated 1,550 total rental units (1,180 low-income units) should have some type of supportive services for elderly persons with disabilities (i.e., transportation, individualized care). (This figure does not include services for elderly persons with disabilities who were not in one- or two-person family households in 2000, such as those living with extended families or in group

care facilities.) However, the number of total rental units needing these services could be higher or lower due to lack of information about householders with disabilities and the proportion of elderly renters who are disabled compared to homeowners. Some people have speculated that a higher proportion of elderly disabled householders may be renters than homeowners.

Approximately 16 percent of Lincoln's non-institutionalized elderly population were estimated to be chronically disabled in 2000, 12 percent needed in-home human assistance with daily living, and three percent used a mobility device (based upon national Department of Health and Human Services statistics). Therefore, in 2000 an estimated 550 rental units (400 low-income units) needed more extensive, daily supportive services (i.e., assisted living), in addition to the need for 1,200 beds in an institutionalized setting for frail elderly persons with a disability.

A total of 12,009 owner units are needed to meet the needs of households with householders aged 62 and older. Of these owner units, 5,306 units are needed by low-income elderly households.

Again, because almost 39 percent of persons 65 and older have some type of disability (i.e., physical, mental, sensory, self-care), approximately 4,684 total owner units (2,069 low-income units) should have had some type of supportive services for persons with disabilities (i.e., transportation, individualized care). Additionally, an estimated 2,486 owner units (1,098 low-income units) needed more extensive, daily supportive services (i.e., assisted living) for frail elderly persons with a chronic disability.

The Lincoln Housing Authority (LHA) waiting list showed over 450 elderly families waiting for public housing and tenant-based rental assistance.

**Housing for Other Persons with a Disability.** In addition to the rental units needed for persons 65 and older with a disability, an estimated 850 rental units are needed by households with a person aged 18 to 64 with a disability. This estimation, however, assumes that persons with a disability are as likely to be renters as the general population. If persons with a disability are more likely to be renters because they are more likely to be low-income, then the need for rental housing with supportive services will be higher. While approximately two-thirds of *all* rental units need to be affordable to those with low-incomes, because persons with a disability are more likely to be low-income, a greater portion of these 850 units should be affordable to those with low-incomes.

The State of Nebraska, "Statewide Consumer Housing Needs Study for Extremely Low-Income Persons with a Serious Mental Illness" estimates that the City of Lincoln has a need for 593 additional units for persons 19 and older with a serious mental illness (SMI).

Barrier-free homes are particularly important to persons who rely on mobility devices, such as wheelchairs and walkers. There is no reliable local data on the need for barrier-free households. However, based on national data, there is an estimated need for at least 500 barrier-free rental units and 450 modified units were needed for persons with limited mobility in 2000.

An estimated 1,012 owner units are needed by households with a person aged 18 to 64 with a chronic disability.

In 2000, an estimated 700 units were needed to be barrier-free, with another 800 units for persons with limited mobility.

2. The highest priority housing and supportive services needs are for low-income special needs populations, including physically disabled persons, seriously mentally ill persons, and persons with other disabilities (including frail elderly). Extremely low- (below 30 percent of median) and very low-income (30 to 50 percent of median), elderly renters and extremely low-income owners are also high priority households. Those households that fall under medium priority include other low-income elderly renters (between 50 and 80 percent of median) and elderly owners who are very low- and low-income.

Below is additional information regarding some of the high priority need areas.

**Needs in Housing for Persons with a Disability.** The Lincoln Housing Authority (LHA) waiting list showed over 325 families with persons with disabilities waiting for public housing and tenant-based rental assistance in 2003 and over 350 in 2004. On average, Assistive Technology Partnership and the League of Human Dignity receive approximately 75 requests (about half of which they can assist) for home modifications, including interior and exterior, rental and owner-occupied, for persons of all ages in the City of Lincoln. Households can apply for additional modifications to the same house year after year.

There is no one source of data on the number of owner-occupied units that have been modified or built for persons with disabilities. Additionally, because the modifications are often dependent upon the level of disability and type of disability, there will likely always be a gap in this type of housing. However, it is encouraging that more architects and builders are aware of universal design and building houses that are more adaptable.

**Needs in Housing for Other Persons with a Severe Mental Illness.** According to the Hanna:Keelan "Statewide Consumer Housing Needs Study for Extremely Low Income Persons with a Serious Mental Illness" (SMI), there is a need for creating 593 additional units for persons 19 years of age and older with an SMI by the year 2008 in the City of Lincoln. The need was estimated at 31 percent of the current population. There are currently 27 providers serving over 4,100 individuals in the area of the State that includes the City of Lincoln and several rural counties. Affordable and independent apartment units and transitional housing are the types of units most needed in the area.

**Needs in Elderly Housing.** Over half of all low-income, elderly, renter households, or a total of 1,663 were cost overburdened in 2000. This group is more likely than small-family or large-family households to be cost overburdened. However, they are less likely to experience overcrowding or other housing problems.

The need for rental housing assistance by the elderly fluctuates each year. The Lincoln Housing Authority (LHA) waiting list showed over 450 elderly families waiting for public housing and tenant-based rental assistance in 2003 and over 190 in 2004.

Because most elderly households do not choose to become first-time homeowners late in life the gap in elderly owner housing may be very low. In fact the gap may be negative. Over half of the extremely low-income, cost overburdened owner



households, or a total of 439, were elderly households in 2000. An additional 489 very low-income, elderly households and 368 other low-income, elderly households were also cost overburdened. These households may need to be added to the gap in elderly rental housing. If these households could be relocated to affordable rental housing, this could ease housing problems and add 1,296 units (if they are safe and sound) to the affordable housing market for families. There are an additional 4,010 units owned by elderly households with incomes less than 80 percent.

3. The basis for assigning the priority given to each category of priority needs was information provided in the Affordable Housing Needs Analysis.

4. Obstacles: Because all of the special needs households tend to need supportive services to find and/or remain in affordable housing, these are the most challenging households to serve. One of the greatest challenges is finding additional funds to allow the City and its partners to provide these supportive services.

The Lincoln Housing Authority will continue to serve those extremely low-income and very low-income households, with priorities for special needs populations, families, and the elderly as federal funds for rental housing assistance remain available. Cuts in assistance will be a difficult barrier to overcome, and will mean additional wait times for special needs populations and no housing for others. Another barrier to meeting these high priority rental housing needs, will be maintaining the infrastructure that supports these households. The Urban Development Department has allocated funds toward the preservation of extremely and very low-income rental units. The City will also rely on internal (i.e. Urban Development and the Lincoln Housing Authority) and external (i.e., Urban Development and the League of Human Dignity for the barrier removal program) partnerships to meet these challenges where appropriate.

Some of the greatest barriers in reaching markets that tend not to seek assistance, including Black and Vietnamese householders include social and cultural barriers. Other barriers include household income, basic financial skills and knowledge about homeownership, rising housing prices, NIMBY attitudes, lack of quality affordable housing for homeownership, and regulations (both local and federal) that limit the supply of affordable housing or the ability to subsidize housing.

5. Facilities and services that assist persons who are *not homeless* but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing include the following:

#### Facilities and Services

Agency	Description
Active Community Treatments, Inc.	Helps adults and children with disabilities to gain skills, knowledge, and experience to increasingly use and benefit from the resources and settings available to all citizens of the Lincoln community.
African Multi-Cultural Center	Advocacy and language assistance.
ARC of Lincoln	Advocacy, self-advocacy, recreation, and individual and family support services for people with mental retardation and other developmental disabilities.



Asian Community Center	Vietnamese language assistance, senior social and health care services, after-school tutoring, alcohol and drug prevention, rice vouchers, Survival English and ESL classes, counseling, crime prevention, recreational, education, cultural and health programs.
Bel-Air Homes	Assisted living facility for people with serious mental illness.
Bryan/LGH	Health related services, education, social activities, and electronic devices to summon help in medical emergencies. Daily reassurance calls for those who live alone. Information, evaluation, and treatment services for people with chemical dependency, dual diagnosis and their families and 24-hour information and crisis assistance. Evaluation and treatment of behavioral and emotional problems, information and referral.
Carol Yoakum Family Resource Center	Child care for infants through school age, before and after school, no-school day care, WIC, FoodNet, senior lunch.
Catholic Social Services	Emergency food pantry, thrift store, community information and referral services, refugee assistance, homeless services, and counseling.
Cedars Youth Services	24-hour emergency shelter for children birth to 18. Child care, foster care, juvenile diversion services. Family education and outreach, support, and counseling.
CenterPointe	Residential dual disorders treatment program, day rehabilitation and outpatient services for adults. Residential and outpatient treatment for youth.
Champion Homes	Assisted living facility for adults with mental disabilities.
Child Guidance	Out patient mental health clinic for children, adolescents, and their families, including individual, family, group, and home-based therapy. Day treatment.
Community Alternatives Nebraska	Provides opportunities to persons with developmental disabilities to learn skills to enable them to participate and contribute actively in the community.
Community Mental Health Center	Outpatient, community support, partial care, consultation, education, vocational, 24-hour emergency services.
Cornhusker Place	Medically supervised emergency detoxification, short- and long-term substance abuse programs.
Developmental Services of Nebraska, Inc.	Services for people with developmental disabilities and mental health needs. Includes intensive residential group homes, independent living, emergency shelter care, and outpatient mental health.
Faces of the Middle East	Arabic and Kurdish language assistance, Middle East Senior Center, youth and family programs, advocacy, and refugee and immigrant assistance.
Families First	An integrated network of service providers and family organizations collaboratively meeting the complex needs and changing needs of children and adolescents with emotional and behavior disorders and their families. These youth are in or at-risk of being involved in the juvenile justice system.
Gathering Place	Free evening meals for homeless and hungry, GED, ESL, and Adult Basic Education tutoring, computer skills training, one-to-one nursing, support for teen parents and family support services.

Good Neighbor Center	Provides clothing, bedding, kitchenware, perishables, diapers, and emergency food pantries.
Goodwill Industries	Employment and training opportunities for individuals who face barriers to employment.
Harvest Project	Substance abuse and mental health services for the elderly.
Hispanic Center	Emergency food, alcohol education classes in Spanish, health education, after-school tutoring and mentoring, ELS classes.
Home Services for Independent Living	In-home services for aged persons with disabilities.
House for New Life	Christian-based transitional living for ex-offenders.
League of Human Dignity	Independent living services for those with disabilities, including, information and referral, Medicaid waiver coordination, peer counseling, advocacy, skill and awareness training; accessibility consultation; home and business medication; housing relocation and referral; modification, sales and repairs of vans, scooters, power wheelchairs and other specialized equipment.
Lincoln Action Program	Perishable food distribution, clothing, and household goods, non-medical crisis intervention, including help with past due rent and utility bills, home weatherization, health and dental clinic, life skills instruction, homeless and homelessness prevention services, refugee services, tenant/landlord issue resolution, and emergency food pantry. Literacy services for ELL, instruction, tutoring, and mentoring for low-income youth, emergency formula and diapers, family support.
Lincoln Area Agency on Aging	Offers meals, advocacy, emergency response, assisted living, in-home services, minor home repairs, lawn care, large appliance repair, companionship for homebound and frail elderly, and assistance with financial benefit programs. Daily reassurance calls/friendly visit calls.
Lincoln Commission on Human Rights	Receives and investigates complaints of discrimination due to race, color, sex, national origin, disabilities, religion, age, family status, marital status and ancestry in housing, employment, and public accommodations.
Lincoln Housing Authority	Federal subsidized housing for low-income families and elderly persons, and non-subsidized affordable housing units.
Lincoln Indian Center	Short-term residential substance abuse treatment for adults. Commodities supplemental food program. Native American employment services, housing services, youth tutoring and recreation, emergency food pantries, emergency formula and diapers, family support. Job assessment, counseling, training, and placement for Native Americans, GED classes.
Lincoln Lancaster County Health Department	Community health services, health clinics, home visitation, immunizations, early intervention services, childhood lead poisoning prevention, school health programs, Mobile Health Clinic, child's environmental health programs, child care, WIC, dental services, youth risk behavior studies, Summer Food program, injury prevention, tobacco prevention, Healthy Homes minority outreach, and information and referral services.
Lincoln Medical	Counseling and prevention education for pregnant woman

Education Foundation	at-risk for tobacco, alcohol, or other drug use. Physician services, counseling, and behavioral medicine. Pathways Program is a residential community providing education, housing, support, and case management leading to self-sufficiency.
Lincoln Office of the Job Corps	Residential, educational, vocational job training, and job placement program for youth ages 16 – 24.
Lutheran Family Services	Adult outpatient, intensive outpatient, and aftercare services for alcohol/drug abuse. Counseling.
Lincoln Regional Center	Comprehensive mental health services.
Madonna	Day care for people with disabilities or older persons, health monitoring, assistance with personal care, recreation, meals, supervision, and transportation.
Medicaid Waiver	In-home services for those eligible, 65+.
Mercy Services Corporation	Provides affordable housing for individual families of low- to moderate-income and a neighborhood learning center.
MOSIAC	Provides support and advocates for people with disabilities.
NAF Multicultural Human Development Corp.	Job assessment, counseling, supportive services, training and placement, and a variety of health care services.
Nebraska Advocacy Services, Inc.	Advocacy services for people with mental and physical disabilities.
Nebraska Appleseed Center	Provides information on the rights of welfare recipients, especially under the Employment First problems. Seeks to identify and correct systemic programs in the implementation of welfare reform in Nebraska.
Nebraska Health & Human Services	Financial aid and social services to families and individuals. Includes Food Stamps, Medicaid, ADC, etc.
Nebraska Legal Services	Free legal services in civil matters for low-income individuals.
Nebraska Urban Indian Health Center	Primary health care for people with Medicaid or other health insurance regardless of race, religion, income status or age.
Northbridge Community Center	Provides an early childhood development center and before- and after-school care. Also available are services for families and neighborhood residents including health and wellness, resource and referral, refugee assistance, and community space.
One-Stop Employment Solutions	Employment and training services for eligible adults and dislocated workers.
O.U.R. Homes	Residential facility for people with serious mental illness.
People's Health Center	Provides affordable, comprehensive primary health care especially for those with limited resources. Services include medical, dental, pharmacy, WIC, HIV/STD testing, translation, mental health on a referral basis, and a physician house call program for chronically ill homebound elderly.
Prescott Place	Assisted living facility for people with serious mental illness.
Region V	Residential services in small group homes, own home and apartments, as well as, LEAP and SOAR daytime support and training for individuals with developmental and other

	disabilities. Small group home, own home, Extended Family Home, apartment and employment daytime – support and training for individuals with developmental and other disabilities.
Salvation Army	Emergency food, clothing, utility assistance. After-school programs, summer day game.
Serenity Place	Assisted living facility for people with serious mental illness.
ServiceLinc	Services for the successful employment of people with disabilities.
St. Elizabeth's Hospital	Health and education programs.
St. Monica's	Full continuum of substance abuse and mental health treatment, primary treatment, residential program for women/women with children under 10, and adolescent and outpatient relapse prevention/aftercare.
Tabitha	Non-acute health care services, including Medicare certified and private, round-the-clock home health care; hospice; rehabilitation, including inpatient and outpatient physical therapy, occupational therapy and speech/language pathology; case management; subacute and long-term care; Meals on Wheels; adult day services; Alzheimer's/dementia care, intergenerational services, pastoral care; and retirement housing.
Therapy Plus	Comprehensive rehabilitation facility for children and adults with injuries or debilitating illness. Inpatient and outpatient therapy programs; adult day services; work injury rehabilitation and prevention programs; driver retraining; and ventilator-assisted, Alzheimer's and extended care units. Assisted living facility for young adults with severe disabilities.
Transfiguration	Tailored residential and vocation habilitative services for people of all ages with developmental disabilities.
University of Nebraska-Lincoln Counseling and School Psychology Clinic	Assessment and counseling for children, adults, couples, and families.
V. A. Services	Substance abuse treatment for veterans. Domestic violence program.
Valley Hope	Regular and intensive outpatient treatment, continuing care sessions, DWI classes, education/awareness, alcohol/drug evaluations, and referral for chemically dependent.
Vet Center	Counseling for vets and assistance in obtaining veterans' benefits at the federal, state, and county level.
Villa Marie	Boarding and day school for mild/moderate mentally handicapped children.
Vital Services, Inc.	Group homes and day services for people with disabilities.
Women in Community Services	Female residential program, women's Job Corps, halfway house program for adolescents continuing their recovery.
Workforce Development	Job referral, career counseling, special services for veterans, older workers, youth, and people with disabilities.

6. The Urban Development Department does not do tenant-based rental assistance. However, the Lincoln Housing Authority has a number of units that uses tenant-based rental assistance.

## **Housing Opportunities for People with AIDS (HOPWA)**

\*Please also refer to the HOPWA Table in the Needs.xls workbook.

1. The Plan includes a description of the activities to be undertaken with its HOPWA Program funds to address priority unmet housing needs for the eligible population. Activities will assist persons who are not homeless but require supportive housing, such as efforts to prevent low-income individuals and families from becoming homeless and may address the housing needs of persons who are homeless in order to help homeless persons make the transition to permanent housing and independent living. The plan would identify any obstacles to meeting underserved needs and summarize the priorities and specific objectives, describing how funds made available will be used to address identified needs.
2. The Plan must establish annual HOPWA output goals for the planned number of households to be assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. The plan can also describe the special features or needs being addressed, such as support for persons who are homeless or chronically homeless. These outputs are to be used in connection with an assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.
3. For housing facility projects being developed, a target date for the completion of each development activity must be included and information on the continued use of these units for the eligible population based on their stewardship requirements (e.g. within the ten-year use periods for projects involving acquisition, new construction or substantial rehabilitation).
4. The Plan includes an explanation of how the funds will be allocated including a description of the geographic area in which assistance will be directed and the rationale for these geographic allocations and priorities. Include the name of each project sponsor, the zip code for the primary area(s) of planned activities, amounts committed to that sponsor, and whether the sponsor is a faith-based and/or grassroots organization.
5. The Plan describes the role of the lead jurisdiction in the eligible metropolitan statistical area (EMSA), involving (a) consultation to develop a metropolitan-wide strategy for addressing the needs of persons with HIV/AIDS and their families living throughout the EMSA with the other jurisdictions within the EMSA; (b) the standards and procedures to be used to monitor HOPWA Program activities in order to ensure compliance by project sponsors of the requirements of the program.
6. The Plan includes the certifications relevant to the HOPWA Program.

3-5 Year Strategic Plan HOPWA response:



The Urban Development Department does not receive HOPWA funds.

### Specific HOPWA Objectives

1. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

#### 3-5 Year Specific HOPWA Objectives response:

The Urban Development Department does not receive HOPWA funds.

### OTHER NARRATIVE

Include any Strategic Plan information that was not covered by a narrative in any other section.

**Neighborhood Associations.** It is the City's policy to work with neighborhood associations as the primary means to carry out work in neighborhoods. For example, to become a Focus Area, there must be a neighborhood association in the area. Because neighborhood associations are so important in carrying out neighborhood revitalization strategies, it is in the City's interest to support and build capacity within them. Therefore, the following objectives have been identified:

**Objective 1.** Provide opportunities for leadership training to enable and encourage neighborhood residents to assume a greater role in building their neighborhood, impacting public policy, and becoming involved in the entire community.

**Objective 2.** Continue support for the Mayor's Neighborhood Roundtable through staffing.

**Objective 3.** Provide staff support to NeighborWorks® Lincoln in its efforts to increase the organizational capacity of neighborhood organizations.

**Antelope Valley.** The Antelope Valley area of Lincoln includes an important part of Lincoln's traditional center. In spite of its key location, the area has not witnessed the same level of economic investment and reinvestment as other parts of Lincoln. Major signs of blight and substandard conditions have surfaced. Antelope Valley Projects are based on the need for investment now to protect and enhance Lincoln's core, avoiding vastly more expensive "fixes" that would be needed later. To address the problems and to help spur redevelopment, the City of Lincoln, the University of Nebraska-Lincoln (UNL) and the Lower Platte South Natural Resources District came together and approved the Antelope Valley Projects. The projects have three purposes: flood control, transportation improvements, and community revitalization. Urban Development was responsible for completing a Redevelopment Plan which was adopted by the City Council in November, 2004. The Plan identifies revitalization projects in the Antelope Valley neighborhoods and in the area referred to as East Downtown. Project implementation is underway and is anticipated to continue throughout this planning period and beyond and will be a significant activity in the coming years.



**Commercial Redevelopment and Improvements.** Commercial areas are an important investment in the economic health and quality of life for neighborhoods and the City as a whole. Long-term revitalization establishes capable businesses that provide tax revenues for the community. Healthy commercial districts also protect property values in surrounding residential neighborhoods.

The continued vitality of Downtown Lincoln is critical to the health of the entire City. The City's central business district, including the Haymarket area, is the core around which the majority of the older neighborhoods have developed, and the interdependency of these two entities, the Downtown and the neighborhoods, cannot be ignored. A deteriorating downtown will only contribute to the further deterioration of surrounding neighborhoods, and vice versa. While investment into Downtown, by both the public and private sector continues, Downtown Lincoln still has needs. A Master Plan is currently being developed for Downtown, with completion anticipated in 2005. Implementation of projects identified in the Master Plan will continue throughout this Strategic Plan period and beyond.

**Objective 1.** Determine priority reinvestment areas and improvement strategies for those areas which may include redevelopment opportunities and streetscape projects.

**Objective 2.** Continue implementation and redevelopment plans including North 27<sup>th</sup> Street, Havelock, University Place, and Downtown.

**Measuring Outcomes – Neighborhood Indicators Project.**

NeighborWorks® Lincoln, in collaboration with the Urban Development Department and with funding from Woods Charitable Fund, Inc. has hired a consulting firm to develop a research model that will identify indicators to measure outcome strategies. Urban Development has identified indicators to measure and evaluate outcomes using the Antelope Valley neighborhoods as the first demonstration area.

The research design will test certain theoretical assumptions on what defines a "healthy" neighborhood and what may impact that health. The results of the project will help prioritize future neighborhood revitalization projects by evaluating the impact of financial investments and other activities used to improve neighborhoods. Data collected and the research model will also enhance the needs assessment process and help provide a cost-benefit analysis of some key Urban Development and NeighborWorks® Lincoln revitalization activities.

Research consulting will be provided through the collaborative efforts of Schmeckle Research and CenterStar. Both organizations have worked closely with NeighborWorks® Lincoln. CenterStar has also engaged in project work with Neighborhood Reinvestment. The research team will collaborate closely with the staff at Urban Development, who will collect the majority of the data. Antelope Valley was selected as the target area for the pilot project that will be the focus of the research project in 2005. The data collected is included on the Table below.

## Research Data for Neighborhood Indicators Study.

Investments/ Indicators	Data
Programs: Housing programs, Homeownership Lending (Neighborhoods, Inc), Free to Grow (Investment), other	Dollar Amount, Location, Year, and Project Details
Streetscape Improvement, Infrastructure (City – UD & Public Works, State, Private) and Parks/Green Space	Dollar Amount, Location, Year, and Project Details
Residential Lending by Financial Institutions	HMDA (# of loan apps, values, volume, applicants' income), other lending data
Institutional Investment/Health: CLC's, Community Centers, other	CLC and Community Center Use (unduplicated numbers), other pertinent data
School Health	School Ratings, Enrollment, Attendance Rates, Lunch Assistance, Mobility rates
Homeownership Rates	Homeownership to Rental Property Ratio Census/ Assessor Data
Resident Satisfaction (500 total surveys completed)	Gallup Survey
Residential (and Commercial) Property Condition Assessment; Lot attainment in redevelopment area Antelope Valley	Property Conditions Assessment of (800 parcels) – Free to Grow Assessment Tool and City's Condition Survey; Photographic Database of redevelopment area
Crime Rates	Reported Crime Rates, Violent Crimes, Block Clubs
Real Estate Demand and Values	Time on Market, Selling Price as % of Asking Price, Overall Sales Volume, Average Apartment Monthly Rent (Multi-family annual report)
Key Market Influencers' perception and confidence in neighborhoods	Surveys/Interviews

**Analysis of Impediments to Fair Housing (AI).** Simultaneously in gathering public input for the Strategic Plan, the City of Lincoln updated its Analysis of Impediments to Fair Housing. The AI provides a summary of demographic information, identifies fair housing barriers, and offers strategies for addressing barriers. Because income is a key barrier to affordable housing and since protected subpopulations under the Fair Housing Act are disproportionately low-income, many of the barriers to fair housing are also barriers to affordable housing. Therefore, the strategies have been incorporated into the Strategic Plan under both affordable housing and fair housing goals.